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ABSTRACT

This report provides information on the actions of the states in educational reform. A state policy overview is presented in seven areas: (1) school leadership; (2) teaching; (3) parent involvement and choice; (4) readiness; (5) technology; (6) school facilities; and (7) college quality. Reports are given of financing school improvement, highlights of state education policies, and state-by-state education data. Suggestions are made on steps that states can take for the improvement of public education in the areas of: (1) modification of curriculum and instruction; (2) decentralization of authority and decision making; (3) development of new staff roles; and (4) linking of rewards and incentives to student performance through efficient accountability systems. Maps and tables provide detailed information on each state. (JD)

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ED313338

THE GOVERNORS' 1991 REPORT ON EDUCATION

1989

NATIONAL GOVERNORS' ASSOCIATION

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THE GOVERNORS' 1991 REPORT ON EDUCATION

RESULTS IN EDUCATION: 1989

NATIONAL
GOVERNORS'
ASSOCIATION

The National Governors' Association, founded in 1908 as the National Governors' Conference, is the instrument through which the nation's Governors collectively influence the development and implementation of national policy and apply creative leadership to state issues. The association's members are the Governors of the fifty states, the commonwealths of Puerto Rico and the Northern Mariana Islands, and the territories of American Samoa, Guam, and the Virgin Islands. The association has seven standing committees on major issues: Agriculture and Rural Development; Economic Development and Technological Innovation; Energy and Environment; Human Resources; International Trade and Foreign Relations; Justice and Public Safety; and Transportation, Commerce, and Communications. Subcommittees and task forces that focus on principal concerns of the Governors operate within this framework.

The association works closely with the administration and Congress on state-federal policy issues through its offices in the Hall of the States in Washington, D.C. The association serves as a vehicle for sharing knowledge of innovative programs among the states and provides technical assistance and consultant services to Governors on a wide range of management and policy issues.

The Center for Policy Research is the research and development arm of NGA. The center is a vehicle for sharing knowledge about innovative state activities, exploring the impact of federal initiatives on state government, and providing technical assistance to states. The center works in a number of policy fields, including agriculture, economic development, education, environment, health, social services, trade, and transportation.

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Raymond C. Scheppach, Executive Director

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CONTENTS

ERRATA

Page v.: The Carnegie Council on Adolescent Pregnancy should read The Carnegie Council on Adolescent Development.

Page 80: The quote located in the left margin is by James G. Martin, Governor of North Carolina.

iv *FOREWORD*
Governor Rudy Perpich, Minnesota
1988-89 Chairman,
NGA Subcommittee on Education

1 *INTRODUCTION*

11 *STATE POLICY OVERVIEW*

13 School Leadership

16 Teaching

21 Parent Involvement and Choice

26 Readiness

31 Technology

36 School Facilities

42 College Quality

48 *FINANCING SCHOOL IMPROVEMENT*

55 *HIGHLIGHTS OF STATE EDUCATION POLICIES*

74 *STATE-BY-STATE EDUCATION DATA*

74 Measuring Educational Conditions and Progress

77 Inputs: Curriculum and Teachers

80 Outcomes: Developing Better Data on the States

88 *ACKNOWLEDGEMENTS*

89 *ORDERING INFORMATION*

MAPS AND TABLES

2 State Consequences for Low-Performing Schools and/or Districts

6 State Level School/District Restructuring Initiatives

17 State Beginning Teacher Assistance Programs

22 Statewide Interdistrict Choice Options (K-12)

28 State Alternative Education Programs for At-Risk Students

32 Microdensity by State 1988-89

37 Number and Age of School Buildings by State

44 State Tuition Prepayment and College Savings Plans

50 Percentage School Revenue Changes 1982-87

53 Percent Change in Average Classroom Teacher Salary 1981-86

FOREWORD

In 1989 Governors across the nation again provided strong leadership in education reform and restructuring to support the National Governors' Association 1986 agenda, developed under the leadership of Governor Lamar Alexander of Tennessee. Our five-year agenda included action steps in the following seven areas:

- Leadership and Management
- Teaching
- Parent Involvement and Choice
- Readiness
- Technology
- School Facilities
- College Quality

Continuing state efforts in each of these areas are chronicled in this report. Governors have been joined by their state legislatures in developing and passing the budgets and legislation necessary to keep the momentum going.

In announcing his intention to be the "education President," President George Bush joins the Governors in their desire to raise the level of learning in the United States. Others continue to press for reform as well. Both the National Center on Education and the Economy and the National Alliance of Business have issued a call to the President to set national goals for education.

Chaired by Governor Thomas H. Kean of New Jersey, the NGA Task Force on International Education produced a report under the NGA initiative, *America in Transition: The International Frontier*. This report, released at NGA's 1989 winter meeting, encouraged Governors to develop strategic plans for international education at the elementary, secondary, and postsecondary levels and to create coalitions of education, business, and government. A subsequent invitational conference in New Jersey made it possible to share the report with educators and business representatives from across the country.

As we continue to work on education issues, we must focus our attention on the ways in which Governors can lead an effort to ensure that our students attain higher levels of learning in mathematics, science, geography, history, communication, world languages, and the arts. Governors also must promote different kinds of learning, i.e., higher-order thinking, problemsolving and reasoning, and how-to-learn skills.

Recent reports by several national organizations and institutions can be of assistance in state efforts to revamp and strengthen school curricula. These include:

- The American Association for the Advancement of Science recently published *Project 2061: Science for All Americans*. This report on literacy goals in science, mathematics, and technology states "that it is abundantly clear that by both national standards and world norms, U.S. education is failing to adequately educate too many students—and hence, failing the nation." To change this situation, Project 2061 is designed to "help

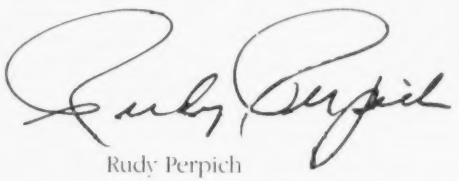
formulate the shared vision of what Americans want their schools to achieve." Panels of experts have begun work on biological and health sciences, mathematics, physical and information sciences and engineering, social and behavioral sciences, and technology.

- The Carnegie Council on Adolescent Pregnancy published *Turning Points: An Agenda for the 21st Century*. This document proposes a comprehensive set of reforms for middle grade education involving school structure and governance, curriculum, youth service, teacher education, family involvement, the role of schools and adolescent health, and the potential of partnerships among schools and community organizations.
- The National Board for Professional Teaching Standards released its first policy document, *Toward High and Rigorous Standards for the Teaching Profession*. The board "promises the potential for permanent and systematic transformation of teaching. To establish high and rigorous standards for what teachers should know and be able to do and to certify teachers who meet those standards." Through dialogue with others, the board's work "will influence decisions to be made about the professional working environment for teachers, the preparation and continuing professional education of teachers, and the recruitment of teachers, especially minorities."

The role of technology in teaching and learning becomes more important each year. Through the use of computers it is now possible for students to do real problemsolving and to investigate real situations using economic, historical, census, and/or scientific data. The students can develop a global perspective through working jointly with other schools around the world via satellites; they can do creative problemsolving in areas such as the environment.

We must continue to press for outcomes to our endeavors. Our partnership with the U.S. Department of Education and the Council of Chief State School Officers in developing education indicators for the National Assessment of Educational Progress is bearing fruit. The indicators have been determined; in 1991, nationwide results of the mathematics assessment will be made public.

We know our past chairman, Virginia Governor Gerald L. Baliles, is right when he says, "Competition is no longer among ourselves; it is international." Education is inextricably linked to economic growth. Higher levels and different kinds of learning by *all* students are necessary. Our leadership will make it possible.



Rudy Perpich
Governor of Minnesota and
Chairman, NGA Subcommittee on
Education, 1988–89

INTRODUCTION

"People may say ten or twenty years from now the United States was the greatest democracy, the greatest military power, the greatest economic power in history, but by the end of the twentieth century it went into decline because Americans could not figure out how to fulfill their most basic obligation: how to raise and educate their children."

Bill Clinton
Governor of Arkansas

Time for Results: The Governors' 1991 Report on Education established a framework for reform of American public education. Emerging from the recommendations of seven task forces (Teaching, Leadership and Management, Parent Involvement and Choice, Readiness, Technology, School Facilities, and College Quality) was a crosscutting theme: increasing student achievement must be the ultimate goal of state actions to improve education. Reaching that goal requires drastic measures and essentially restructuring the education system.

What is meant by the term restructuring and what must states do to restructure school organization and management for increased student learning? There are a number of steps that states can take.

Curriculum and Instruction must be modified to promote the acquisition of higher-order skills, not just basic skills, by all students. School goals and assessment tools need to reflect these higher-order skills. Required are new teaching strategies and learning activities that actively engage students in thinking rather than passively absorbing new facts. This involves increased flexibility in the use of instructional time, learning activities that are substantially more challenging and engaging, and more varied grouping arrangements that promote student interaction and cooperative efforts but are not limited to conventional age-grading practices.

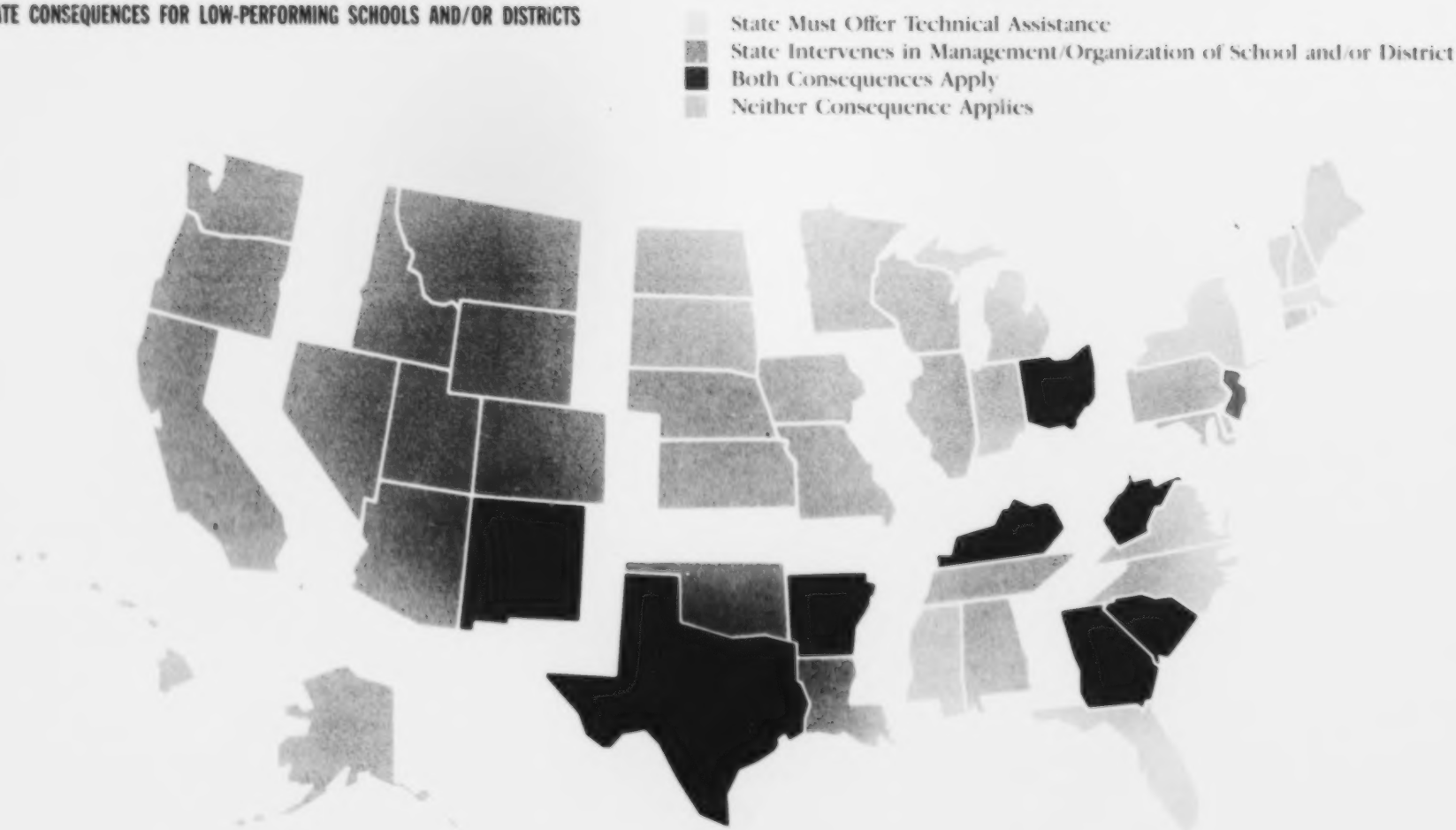
Authority and Decisionmaking must be decentralized, so the most educationally important decisions are made at the school site, not at the central office or the state capital. Teachers, administrators, and parents should work together to set the basic direction for the school and to determine the strategies, approaches, and organizational and instructional arrangements required to achieve it.

New Staff Roles must be developed so that teachers can more readily work together to improve instruction. New roles for teachers will enable experienced and talented teachers to support beginning teachers, to plan and develop new curricula, or to design and implement staff development programs. This frequently is not possible under current arrangements, where the teacher's role is largely limited to instructing and supervising students. Other staff roles must change. Greater use of paraprofessionals may be considered. And staffing innovations will require even more of principals who must provide the vision to help shape new school structures and organizational arrangements and the skill to lead talented teachers. Principals also must be willing to take risks in an environment that rewards performance rather than compliance.

Preparing educators for these new roles will require profound changes in professional preparation programs and in licensure and certification standards and procedures. Institutions of higher education must be prepared to respond to these challenges.

Accountability Systems must clearly link rewards and incentives to student performance at the building level. (See page 2 for state sanctions for low-performing schools.) Currently, accountability means holding schools responsible for complying with federal, state, and local rules and regulations. In the future schools must have more discretion and authority to achieve results and then be held accountable for them. States must develop measures to assess valued performance outcomes of individual schools and to link rewards and sanctions to results.

STATE CONSEQUENCES FOR LOW-PERFORMING SCHOOLS AND/OR DISTRICTS


State Must Offer Technical Assistance
State Intervenes in Management/Organization of School and/or District
Both Consequences Apply
Neither Consequence Applies

NOTE: States define low performance in different ways, including absolute terms, lack of improvement, and expected performance (i.e., the gap between achievement and ability).

SOURCES: Council of Chief State School Officers Accountability Survey, spring 1989; U.S. Department of Education Wall Chart, 1989; and survey of the National Governors' Association.

"Restructuring our schools is a matter of economic survival. The world is rapidly changing and to prepare our children for the future we must educate critical thinkers who can adapt to change."

Roy Romer
Governor of Colorado

Most states have already been addressing parts of this restructuring agenda, including efforts to improve accountability systems or to develop new teaching policies. However, addressing the entire set of issues in an integrated and systemwide fashion has been a more difficult challenge, largely because of the inherent complexity of these issues. Consequently, while many states are addressing school restructuring, they are generally starting small and using a limited set of strategies.

In NGA's survey in the spring of 1989, twenty-seven states reported that they had adopted or were implementing state-level initiatives to promote restructuring at the school or district level. Several were working on a number of different restructuring initiatives or had additional proposals under consideration. New or additional restructuring initiatives were under consideration in eight states. As the chart on pages 6–7 illustrates, states are approaching restructuring in different ways and using the term "restructuring" to describe a wide variety of activities. However, many state initiatives have a number of common features.

State restructuring initiatives typically involve a small number of schools or, occasionally, school districts. Participation is voluntary. Participating sites usually receive some combination of financial assistance, technical assistance, and opportunities for waivers from state rules and regulations.

Grant awards and/or technical assistance (primarily to schools) were used by states to stimulate innovation and structural change in areas such as curriculum and instruction, site-based management and shared decisionmaking, and new roles for teachers. States also established selection procedures for identifying demonstration schools or sites to participate in networks with distinctive emphases. For example, Alaska's restructuring initiative is open to elementary schools, while both California and Virginia target middle schools. Arkansas, Delaware, Illinois, New Mexico, Pennsylvania, and Rhode Island are participating in Re:Learning, a strategy to redesign secondary schools and the district and state policy environments affecting them. Re:Learning is sponsored by the Coalition of Essential Schools and the Education Commission of the States.

Because flexibility at the school-site level is seen as a critical precondition for significant productivity gains, some twenty states will waive regulations for schools participating in their restructuring initiatives. In most states, including Arkansas, Maine, and Massachusetts, the waivers are neither blanket nor automatic; schools must request the waivers whenever they encounter regulatory barriers to their improvement plans. The operating assumption, however, is that the state will grant the waivers with little difficulty. In contrast, the general assembly in North Carolina provided each of the sites in the Lead Teacher program with broad grants of flexibility relative to state laws and regulations, rather than requiring case-by-case requests. Recently enacted legislation in South Carolina is intended to provide broad flexibility vis-à-vis school accreditation standards to any school earning a school incentive award for two consecutive years; schools retain eligibility as long as performance levels are maintained.

Although these restructuring programs still are in their infancy, early experience has already yielded some important lessons. The opportunity to obtain waivers is quite important, largely because of its symbolic value, underscoring a state's invitation for local innovation. However, relatively few school sites participating in state restructuring initiatives are requesting regulatory waivers, primarily because their thinking about needed changes does not yet challenge the existing regulatory structure. Thus, in and of themselves and absent a vision

"The future demands change. Just as our smokestack industries had to make the transition to a high-tech world, our schools must do the same. As we redesigned our factories, we must redesign our schools."

James J. Blanchard
Governor of Michigan

of what must be accomplished, waiver provisions are unlikely to produce improvement. With the opportunity for flexibility must come substantial efforts directed toward professional development and school capacity building. Together these will help generate shared visions of new ways of teaching and of more productively organizing schools.

Considerable thought needs to be given to using waivers in the most appropriate and effective manner. Thus far, in most states increased flexibility for selected schools or districts is seen as a reward for the more successful districts. This is explicitly the case in South Carolina, and more informally so in states such as Arkansas that select schools for their restructuring program based upon the schools' previous track record and likelihood for future success. Yet the argument for greater local discretion and for fundamentally restructuring the education system, rests on the failures of the current system. This suggests that greater local flexibility is a prerequisite for improved performance and should not be reserved only as a reward for those districts already succeeding. However, it often proves difficult for states to justify greater discretion to those districts seen as ineffective.

Consequently, the provision of flexibility must be more clearly linked to improved accountability for results. Initiatives similar to those described above will need to include mechanisms for reaching agreement with individual sites about specific goals and targets and then hold them accountable for results. From these experiences it can be learned how best to fashion accountability systems so that, systemwide, schools are provided the flexibility they require, and both the public and the students get the results they expect.

Trading improved accountability for enhanced flexibility is not a matter for local districts or state governments alone. The federal government also has a role to play in supporting these efforts. Earlier this year, in its report *To Secure Our Future*, the National Center on Education and the Economy proposed a program to enable selected local school districts to combine federal funds from Chapter 1, special education, bilingual education, magnet schools, and other related federal and state programs, without regard to many of the rules and regulations that normally apply to such funds. The program would be available only to local school districts that could demonstrate broad-based community and professional support for setting and achieving high student performance standards. Districts would be expected to combine federal, state, and local resources in major efforts to restructure their schools for high performance. They would continue to receive permission to combine funding sources only as long as they demonstrated progress toward reaching agreed-upon goals. Efforts such as these can build upon and extend the lessons from early state experiences and deserve careful consideration.

The experiences of state restructuring efforts suggest one additional area that will require attention at both the state and national levels—significant improvements in school curriculum.

Providing greater discretion at the school-site level, enhancing the professional skills, status, and working environment of teachers, targeting remedial and other services to youngsters most at risk, establishing rewards and sanctions linked to school performance, and implementing other structural reforms are important preconditions for the significantly enhanced academic performance that is required of schools. However, these reforms ultimately will matter little if what is taught and how it is taught remains unchanged. It is time for Governors to pay careful attention to what is being taught in schools and to what students are expected to learn.

"We want reading and writing and math and science to be at the core of every young person's curriculum."

George Deukmejian
Governor of California

There is mounting evidence and a growing consensus that the curriculum most prevalent in American schools is significantly flawed. In particular, from elementary reading and mathematics to history and high school science, subjects taught in U.S. schools are often highly fragmented and repetitious and emphasize narrow skills over deep understanding, and isolated facts over cohesive knowledge. In the elementary grades, students spend most of their time practicing basic skills such as computation. They spend very little time on applying these skills or on working on tasks that develop more complex problem-solving skills or conceptual understanding of the subject matter they study. Further, certain subject areas such as science or foreign languages, receive little or no attention at the elementary grade levels, despite their growing importance. At the secondary level, the curriculum also is highly fragmented and lacking in depth. Courses often cover a large number of topics within limited time frames; students frequently are only briefly exposed to topics with the result that they are not provided with a real opportunity to master or understand them in depth.

Consequently, both students and teachers complain that school is reduced to tedious and uninteresting activities. Yet both also seem ready and willing to push harder and deeper into subject matter. Further, challenging traditionally low-achieving students with the expectation that they can learn difficult concepts seems to be a key to greater achievement by at-risk students.

These weaknesses in school curriculum parallel weaknesses in student performance. In most international assessments, U.S. students consistently rank behind students of virtually every industrialized democracy (and many Third World countries). For example, in the International Assessment of Mathematics and Science released by the Educational Testing Service, American thirteen-year-olds ranked last in mathematics proficiency when compared with students in four other countries (Ireland, Korea, Spain, and the United Kingdom) and in four different Canadian provinces. U.S. students also ranked near the bottom in science achievement. Perhaps more significantly, U.S. students' performance was especially weak when the tasks went beyond the conventional basic skills to, for example, computation or knowledge of everyday facts. In mathematics, when students had to demonstrate they could solve two-step problems, understand mathematical concepts, or interpret data, only a small number of students were successful and, in almost every case, the percentage that succeeded was lower for U.S. students than that for students in other countries. The same pattern was apparent in science; U.S. students were particularly poor at analyzing experiments, applying scientific principles, or integrating experimental evidence.

These problems are not limited to math and science performance. As NGA's Task Force on International Education reported earlier this year, a recent Gallup survey of adults in the United States and in eight other countries revealed that Americans between the ages of eighteen and twenty-four ranked behind all other age groups in every country with respect to knowledge of geography. Further, these problems repeatedly show up in national assessments of education performance in a wide range of subject areas, including reading, writing, and history.

Evidence of this sort is hardly new. Much of it propelled the education reform movement of the past decade and NGA's recommendations in *Time For Results*. However, few reform efforts have yet touched on the heart of the educational process—what is taught in school and how it is taught.

State Level School/District Restructuring Initiatives July 1989

	Policy/Program	Current Status	State Funds to Local Sites	State Technical Assistance to Local Sites	Regulatory Waivers for Local Sites
Alaska	Restructuring primary schools (ages 4-8)	Beginning summer 1989	NO	YES	NO
	RE: Learning network	Under consideration			
Arkansas	Restructuring for higher order learning and RE: Learning network	22 schools	NO	YES	YES
California	Middle schools network	115 schools	NO	YES	YES
Colorado	Education creativity grants	Applications submitted July 1989 (received 350 applications)	Private funds	YES	YES
Delaware	RE: Learning network	4 schools (5 more invited)	YES	YES	YES
Florida	School restructuring grants	Approved July 1989	YES	YES	NO
Georgia	Demonstration school systems	No districts have applied since 1985	NO	NO	YES
Hawaii	School/community-based management grants (SCBM)	Selection of schools will begin fall 1989	YES	YES	YES
Illinois	Chicago: restructuring governance/management	Effective May 1989			
	RE: Learning network	10 schools	YES	YES	YES
	Accelerated schools network	25 schools	NO	YES	NO
Kansas	Site-based management grants	4 schools	YES	NO	NO
Kentucky	Comprehensive restructuring schools proposal (Governor)	State supreme court declared entire education system unconstitutional June 1989; legislature has 1 year to establish new system			
Louisiana	Deregulation to stimulate restructuring	Under consideration			
Maine	Restructuring schools grants	10 schools (funding for 5 more proposed)	YES	YES	YES
Massachusetts	Restructuring schools grants	7 schools (funding for more sites proposed)	YES	YES	YES
Minnesota	Restructure schools around learner outcomes	Passed	YES	YES	YES
Missouri	Task force study	Under consideration			
New Hampshire	School improvement initiative (supports local restructuring)	15 schools (more will be added based on funding)	YES	YES	NO
	Restructuring for instructional effectiveness/ diversity	13 schools	YES	YES	NO
New Jersey	Cooperative relationships project (shared decisionmaking)	9 districts	YES	YES	NO
	City schools grants program	About 50 schools as of August 1989	YES	YES	NO
New Mexico	RE: Learning network	3 districts	NO	YES	YES
New York	Community schools program	14 districts expanding to 20 in '89-90	YES	YES	YES

NA = not applicable

	Policy/Program	Current Status	State Funds to Local Sites	State Technical Assistance to Local Sites	Regulatory Waivers for Local Sites
North Carolina	Lead teacher/restructuring schools project	6 schools (expansion under consideration)	YES	YES (through Public School Forum)	YES
	Increase local flexibility/increase local accountability	Under consideration			
North Dakota	Restructure school boundaries consortium (consolidation)	10 districts	YES	YES	NO
Ohio	Pilot program for at-risk children	13 districts	NO	YES	YES
	Study of pilot programs to design classroom of the future	2nd year of 5-year study of 12 sites	YES	YES	YES
	Regulatory waivers for excellent schools	Approved June 1989	NO	NO	NA
Oklahoma	Restructuring schools pilot program (includes waivers)	Approved May 1989	YES	YES	NO
Oregon	Teacher empowerment grants	70 schools	YES	YES	NO
	Restructuring schools program (includes waivers)	Under consideration			
Pennsylvania	Regulatory waivers for restructuring schools	Under consideration			
	RE: Learning network	Under consideration			
Rhode Island	School-site management pilot program	10 schools, 3 districts	YES	YES	Under consideration
	RE: Learning network	7 schools	YES	YES	Under consideration
South Carolina	Regulatory waivers for high performing schools	Approved June 1989	NA	NA	YES
	School innovation grants	Approved June 1989	YES	NA	YES
Texas	Regulatory waivers for exemplary districts	Approved June 1989			
	RE: Learning network	Under development (2 pilots, 10 additional schools planned)	YES	YES	YES
Utah	Task Force recommendations on restructuring education system	Under consideration			
Vermont	School challenge grants to increase performance	Under development			Under consideration
Virginia	Restructuring middle schools	29 demonstration schools adopted restructuring process for all schools	Some	YES	YES
	Regulatory waivers for high performing schools	Under development			
Washington	6-year restructuring schools grants program	21 projects (12 more funded)	YES	YES	YES
West Virginia	Restructuring schools/districts grants program	Under development	YES	YES	YES
Wyoming	Waivers for innovative/site-based management programs	Under consideration			

NA = not applicable

"We must heed the warning sounded recently by the National Academy of Sciences and the National Academy of Engineering . . . . The study determined that you could combine all of the money spent on math education in our schools and colleges and still not match what U.S. industry has to spend each year on remedial math instruction – teaching their employees what they should have learned in our school systems."

James R. Thompson
Governor of Illinois

WHAT CAN GOVERNORS DO?

How can Governors and other state education officials address this issue? There are several steps they can take.

Curriculum Reform. One approach is to address curriculum content directly by building upon the curriculum reform efforts and recommendations that have come to prominence this year. For example, the American Association for the Advancement of Science, the National Science Teachers' Association, the National Research Council, and the National Council of Teachers of Mathematics all have proposed sweeping changes in science and/or math curriculum. Other groups (including the National Council of Teachers of English, the National Council for the Social Studies, and the Bradley Commission on History) have issued calls for sweeping changes in language arts instruction, history, geography, economics, and social studies.

In general, these curriculum reform reports share several common features. Compared with current curriculum, they place greater emphasis on problemsolving and other higher-order skills and less on memorization of fact and rote drill. They emphasize in-depth investigation of a few well-chosen topics and themes, rather than broad but shallow coverage. They stress the importance of a student's active engagement in the acquisition and use of knowledge and encourage a closer link between school learning and students' lives.

Governors can challenge their state boards of education, state education agencies, and educators to review these reports and compare them to current curricula as reflected in state and local curriculum mandates and guidelines, textbooks and other curriculum materials, testing programs, and classroom practices. The differences are likely to be substantial. And, where they also are determined to be undesirable, plans should be developed to bring school curricula into alignment with the reform recommendations. In many cases this will reinforce school restructuring efforts already underway. Effective implementation will require changes in teacher preparation and professional development, in the organization and allocation of time in schools, in the development and use of curriculum materials, in the nature of instructional strategies, and in new tools and topics for student assessment.

Starting with nationally developed recommendations has several advantages. They represent a considerable investment of financial and intellectual resources in determining the direction each subject area should take, and therefore provide a credible benchmark against which policymakers and educators can judge the adequacy of their own curricula. The process for doing this is reasonably straightforward and familiar—committees of subject matter specialists develop or review curriculum recommendations for states on a regular basis. Further, many of these reports will stimulate the development of curriculum materials, assessment tools, and professional development programs for teachers. These are efforts on which states can capitalize. And, because generally the report recommendations are far ahead of current practice, relying on them may help states substantially improve school curricula.

However, states should not rely exclusively on national curriculum reports during the process of reexamining their own curricula. The national curriculum reports reflect professional judgments regarding what students should learn about one or more disciplines. Taken together, however, they do not necessarily add up to a complete or coherent view of what a well-educated youngster, prepared to enter adulthood in the twenty-first century, should know. Most recommend

"Schools must be renewed places of learning where core learning is emphasized and where the essential skills for competitiveness in the twenty-first century, such as second language proficiency and applied technology skills, are required subjects."

John Waihee
Governor of Hawaii

that additional time be devoted to their own discipline—more time for history, for science, and for foreign languages, especially in the early grades. Decisions will need to be made about what should be subtracted from as well as added to each curriculum. Ultimately, these are judgments that those who govern education must make.

Setting State Education Goals. One way to ensure that curricula are adequately focused on in-depth understanding and higher-order thinking skills is to set appropriate learner outcome goals. This will require careful thinking about what students must know and be able to do in order to participate effectively in the economy and society. States must define clearly what is essential for all students to know when they complete school.

Setting goals can ensure that a school's curriculum is coherent and complete; it can help sort out competing demands for additional instructional time from different disciplines; it can help determine what can and must be removed from the existing curricula; and it can encourage interdisciplinary approaches that emphasize integration and application of knowledge from a variety of fields.

Setting state education goals has other advantages. Because goals set now must adequately reflect the need for higher-order thinking and deeper mastery of subject matter, the process of setting them should clearly show to both educators and the public that a large gap exists between the current and required performance of the education system. It should underscore the need for a fundamental restructuring of the education system and provide the basis for developing consensus on goal-oriented policies and strategies.

Establishing education goals is a critical step toward instituting a performance-oriented accountability system and restructuring education for higher performance. The process of setting goals is essentially that of defining the performance and results that are required from schools. Without such goals there is no effective way of holding schools accountable for required results; otherwise schools can be held responsible simply for compliance with rules and procedures or their performance can be judged only by the inadequate measures currently available. Either approach is a prescription for maintaining the current low performance levels, not for achieving the gains that society requires.

With few exceptions, states do not yet clearly define goals or learner outcomes very well. Frequently state education goals reflect what the state education board or agency want to accomplish (e.g., increases in funding levels and teacher salaries and the institution of new school accreditation standards), but not what students must know and be able to do. Nearly two-thirds of the states define outcome goals only indirectly, either through curriculum frameworks or testing programs. These approaches tend to be restricted by the viewpoint of particular disciplines or by available testing technology. And, as suggested previously, learner outcomes have been dominated by an emphasis on disconnected facts and basic skills.

There are some important exceptions to this general pattern. For example, Minnesota has been working to establish learner outcome goals. The Southern Regional Education Board (SREB) established long-term education goals for its region, and member states are now moving to adopt their own goals based on the SREB recommendations.

Connecticut has developed a Common Core of Learning—a vision of what Connecticut's high school graduates should know and be able to do. The goals, reflected in an integrated set of attributes and attitudes, skills and competencies, and understandings and applications, are intended to set a high,

rather than minimum, standard for an educated citizenry. However, development of curricula to meet these goals is a local responsibility in Connecticut. Vermont has begun an ambitious goal-setting and assessment process. Beginning in 1990-91, Vermont will assess school performance by evaluating student portfolios. As is the case in Connecticut, curriculum is still determined locally, though the goals and assessment tools are intended to stimulate curriculum improvements at the local level.

These and other similar state efforts have a number of common features. In each, the development of goals, curriculum, and assessment tools are seen as interrelated. There also is explicit recognition of the fact that neither the content nor the format of existing assessment tools adequately reflects the newly formulated goals. Therefore, the development of new assessment tools is a critical feature in the process. Carefully orchestrated, the development process occurs over a period of years with both public and professional support. The process explicitly sets out to encourage higher-order thinking particularly through new student assessment tools. Because the assessment tools are designed to measure valued kinds of student performance, they can be both consistent with and supportive of teachers' instructional efforts. As such, they can have a powerful and desirable influence on curriculum and instruction. Further, though in these states curriculum remains a local responsibility, the state provides support through the provision of technical assistance, sample curriculum, guidelines, and professional development activities.

Setting National Education Goals. The need for improved curriculum and a better educated workforce is a national concern, not limited to any state or region. While states and localities have primary responsibility for education, there is a need for a national direction for education reform and a national consensus regarding the education goals to which the American people and their education system should strive. It is time to set national education goals that reflect the performance the nation needs from the education system, as it approaches the twenty-first century.

Because states have constitutional responsibility for education and because they have assumed a leadership role in education reform, Governors must be at the center of any effort to set national goals. Clearly, however, Governors cannot undertake this project alone. They must form a partnership with education and business leaders, they must work closely with the President and Congress, and they must address the concerns of parents and the public. And, they must build a consensus on education goals and on the strategies it will take to reach them.

Setting national education goals for the year 2000 can be beneficial in a number of ways. The activity can be the basis for a renewed, long-term commitment to education reform throughout the next decade. Because the next steps in reform and restructuring are so critical, building a shared understanding at the national level can create a climate for reform at the state and local levels. The process of setting national goals can stimulate state and local governing bodies to do the same within their own jurisdictions. This will make it possible to establish results-oriented accountability systems and greater flexibility within the education system. Finally, national goals can become the basis for reexamining the federal role in education. Such an effort should involve seeking more productive ways of combining federal, state, and local resources to achieve national goals. It should also provide strong direction to federal data collection systems and the National Assessment of Education Progress, to ensure that the capacity exists to judge progress in achieving these goals.

"There is unfinished business in our schools. Creating quality schools that produce bright and challenged children is not merely some fuzzy-headed goal. It is a matter of this state's, and our society's, self-preservation."

Cecil D. Andrus
Governor of Idaho

State Policy Overview

This report is the third in a series of yearly reports to be issued by NGA through 1991. This volume summarizes state education reform initiatives enacted or proposed during the previous year with particular emphasis on eight areas:

- School Organization and Accountability
- School Leadership
- Teaching
- Parent Involvement and Choice
- Readiness
- Technology
- School Facilities
- College Quality

These categories represent a slight departure from the past two *Results in Education* reports. Initiatives that would previously have been described under the single heading of "leadership and management"—California's initiative to restructure middle schools, North Carolina's lead teacher program, and Vermont's proposed assessment program—are discussed separately in the introduction. This decision was based, in part, on the recognition that accountability, restructuring, and other organizational issues are considerably broader than state actions to improve principal training and assessment. Succeeding volumes will continue to provide separate coverage of leadership and management topics. Significant trends in school finance also are covered in a separate section.

These overviews of state activities are drawn from reports from Governors' offices, from Governors' state of the state messages, and from surveys of state education policies conducted by NGA and other organizations.

States differ with respect to socioeconomic and fiscal conditions, economic systems, educational governance structures, traditions of state or local control, and historic patterns of investment in education. These differences are reflected in the education reform activities underway in states, and they translate into differences in the focus, timing, and breadth of state initiatives. Despite these differences, there are striking similarities among states.

The momentum of state education reform has not abated since the release of *Time for Results* in 1986. Efforts to improve education systems at all levels—from pre-kindergarten through higher education—remain a top priority for Governors and other state policymakers. There is an excitement and energy in the states, spurred by continued gubernatorial leadership, that is manifested throughout the pages of this report. The window of opportunity for education reform remains open. States are embracing, implementing, and refining to their unique settings the recommendations of *Time for Results*. However, it is clear that states are moving beyond these recommendations to address new and emerging issues. Still, the basic message of *Time for Results*—that state education reform efforts must focus on results, provide educators the flexibility to achieve results, and then hold them accountable for those results—continues to drive the state agenda.

States continue to be a fertile ground for experimentation and innovation. For example, this report includes a description of the nation's first pension portability initiative for educators, new statewide efforts to grant parents greater choice about their children's education, a pilot early childhood education program for at-risk three-year-olds that will be implemented statewide in 1993, and initiatives to improve the ability of students to transfer from two-year colleges to four-year universities in an effort to broaden minority participation and achievement in higher education, and much more. Yet the continuing momentum of reform is evidenced not only by the flow of new state initiatives reported but also by the continuing implementation, expansion, and revision of

State Policy Overview

"As Governor, I have learned that every company deciding where to put a new plant asks about teachers as well as taxes, about education as well as transportation. In short, look at the schools of the next decade and you will see the economy of the next generation."

Ray Mabus
Governor of Mississippi

previously enacted reforms. This process is ongoing in virtually all states.

A few states have passed comprehensive reform packages since the last report. While mentioned in selected chapters, these efforts deserve special recognition because they encompass far more than can be described under the chapter headings. Hawaii, Michigan, Ohio, South Carolina, and Texas were among those states generating substantial reform initiatives this year. Because of the Kentucky Supreme Court's challenge to that state's entire education system, and the opportunity for the state to start anew, Kentucky is a likely candidate to lead education reform efforts next year.

However, the work of education reform remains unfinished. Time and experimentation are required to achieve the goals set forth in *Time for Results*. Each chapter that follows discusses unresolved issues, unmet needs, and unaddressed questions; these and other issues require further effort, thoughtful attention and, in general, more comprehensive problem-solving approaches by states. States must learn from program and policy successes and failures and be ready to make midcourse adjustments as they are needed. A piecemeal approach to education reform will not work. Systemic approaches are required. The challenge for states is to integrate the many pieces of state education reform policy into a broader framework and then take the necessary steps to effect comprehensive change.

SCHOOL LEADERSHIP

To improve school leadership states are attempting to strengthen the skills and increase the knowledge of school leaders through better recruitment, preparation, and professional development. The proliferation of leadership academies throughout the fifty states reflects the generally held view that better-trained leaders are a key to better performance. However, a rapidly growing number of state policy initiatives are based on the premise that a fundamental restructuring of the education system together with increased flexibility at the school site are essential if even the best-trained school leaders are to be truly effective.

During 1988-89, a variety of state actions focused on improving the calibre of school leaders, primarily through leadership training for administrators already on the job. Much of this leadership training was delivered through federally funded LEAD (Leadership in Educational Administration Development) centers in each state. Although state-level school leadership academies were established as a component of many states' comprehensive education reform packages, leadership training for administrators often has been disconnected from the education agenda. According to a 1988 study of state leadership academies by the Council for Basic Education, academies frequently provide fragmented programs that lack clear direction or vision. While academies do respond to specific state mandates, e.g., the development of new licensure requirements or the implementation of new teacher evaluation systems, few states have explicitly linked leadership training to clearly articulated goals or to other state education reform policies.

California is a notable exception. Assessment of the California school leadership academy, now in its fifth year, indicates that school administrators in the program have a greater understanding of the state's vision of school excellence and of their role in transforming that vision into reality.

Although most state leadership training focuses on principals, staff development initiatives in New Hampshire, South Carolina, and South Dakota targeted school teams that included both administrators and teachers. These initiatives signal a new way of thinking about leadership and the importance of collegiality in team building in school improvement. Louisiana, Rhode Island, Virginia, and West Virginia adopted leadership training for school board members. Because they can play crucial roles in advancing or hindering restructuring efforts, this is an important new audience for leadership training.

Only a few states reported new initiatives to recruit prospective administrators. Illinois and Iowa implemented programs to attract minorities and women to school administration. Seven states developed or implemented new licensure policies, in most cases strengthening the instructional leadership and/or field experience requirements. However, disagreement continues on the skills and knowledge needed by prospective school leaders, particularly principals, who are expected to assume new roles and responsibilities at the school-site level. In sharp contrast to recent calls for an emphasis on instructional leadership, a study group of business leaders, policymakers, and educators convened by the North Carolina Public School Forum recommended that programs preparing principals for licensure should place more emphasis on managerial skills involving office technology, office systems, time management, team building, and budget development. These areas reflect the types of skills routinely taught in courses offered to aspiring managers in the private sector.

State Policy Overview

"We'll reach the pinnacle of excellence when teachers, principals, parents and the community come together to address educational needs unique to their children."

Carroll A. Campbell Jr.
Governor of South Carolina

While most state policymakers were not actively engaged in the debate about the direction of administration preparation during the past year, professors of educational administration and school administrators in the field considered reform proposals. The National Policy Board for Educational Administration, supported by the Danforth Foundation, released a report attacking current graduate preparation programs. The board recommended that doctoral programs for school administrators upgrade their standards for recruitment and selection, faculty, residency requirements, course content, and quality control. The report has been the subject of controversy within the education community, reflecting a continuing lack of consensus on how best to prepare individuals for administrative and leadership positions. The Danforth Foundation also is funding a ten-state study of state-level policies that influence the work of school administrators.

State Examples 1988-89

■ **GEORGIA** revised preparation criteria and licensure standards for administrators and supervisors to reflect an increased emphasis on instructional leadership. Preparation programs will be required to incorporate field experiences into training, and a performance assessment will be required prior to full licensure.

■ **ILLINOIS** passed legislation that will dramatically alter the governance and management of the Chicago Public Schools. Under the legislation, the board of education was dissolved and an interim board was named to run the system during the first stages of restructuring. Parent-led boards, which include the school principal, teachers, and community members, will have the authority to hire and fire the principal, to develop a school improvement plan and, eventually, to control much of the school budget. Principals will lose lifetime tenure but will gain the right to select new teachers. They also will assume new authority over support staff.

■ The University of **NORTH CAROLINA** has redesigned its doctoral program for professional administrators to more effectively prepare graduates for school leadership. Prior to the program's redesign, a university task force met with school leaders in the state to determine their needs for better professional training. A bachelor's degree and experience in an educational setting are prerequisites for admission to the new program. One year of full-time residential study will be required of students, and the North Carolina legislature is providing $800,000 for fellowships to help students, most of whom are at midcareer, meet this requirement. The degree program also will include a clinical administrative internship and a strong emphasis on management training.

■ **SOUTH CAROLINA'S** latest education reform package, "Target 2000: School Effort for the Next Decade," calls for the establishment of a Center for the Advancement of Teaching and School Leadership at a selected public college or university. The center will provide intensive short-term institutes for teams of teachers and administrators who are committed to creating innovative programs in their schools. The center and cooperating colleges and universities also will provide on-site assistance to school teams. The center complements other provisions in the authorizing legislation to allow regulatory flexibility for productive schools and to establish a competitive school innovation grants program.

"I offer a challenge to every teacher, school administrator, school board member, and parent to get our children excited about learning."

Rose Mofford
Governor of Arizona

■ **VERMONT's** new Standards Board for Professional Educators includes an administrator's relicensing committee. Administrators will be relicensed by the committee, which will have an administrator-majority, based on their progress on an approved, individual professional development plan. The review for relicensure will produce information about administrators' professional development needs that will assist the state education department in its efforts to define and direct ongoing professional development programs.

Unfinished Agenda

Early experiences of schools involved in reconfiguring and redefining leadership roles and responsibilities, as an integral part of restructuring initiatives, demonstrate that new skills and knowledge are needed by administrators and teachers. Traditionally, school leaders were defined as administrators, and their preparation and training directly reflected conventional hierarchical models. New needs are emerging as collaborative leadership models, which include administrators, teachers, parents, and community members, evolve in communities across the country.

Recent reports point to the importance of sources of leadership, other than school administrators, for building support for school reform. According to a Rand Corporation study of six urban school systems, no improvement effort can succeed without an active school superintendent. The study also reports that coalitions composed of representatives from the business community and the teachers' union, local political leaders, and the superintendent support the most promising reforms. As states develop targeted initiatives to improve urban schools, policymakers need to consider alternatives to stimulate and facilitate the development of diverse community leadership resources.

It is also clear that both the role of the superintendent as district leader and the role of the principal as school leader are critical as authority and decisionmaking are decentralized to the school site. The demands of an administrator's job are very different in schools and communities where teachers assume new roles and responsibilities, where parents can choose where their children attend school, and where educators have additional flexibility but are held accountable for student performance.

As schools are restructured, principals will need skills to manage change processes and human relations in addition to substantive and technical expertise. Also, in a system oriented toward student performance, with rewards for progress and sanctions for the lack of it, administrators must be willing to take risks. Finally, in a restructured educational environment principals will need to help others in their schools think about new approaches to commonplace and recurring patterns in education, for example, organizing time in schools or grouping youngsters.

These skills and characteristics require new ways of preparing and training principals. Policymakers and educators will need to determine which are best developed through preparation programs; which can be acquired through professional development programs; and which can be gained through modifications in the licensing, recruitment, and selection of principals, changes in policies to reward principals, or alteration of the principals' work environment. Policies to improve the quality of school leaders also must be linked to broader reform policies to promote restructuring through increased flexibility, teacher professionalism, parent involvement and choice, and new accountability systems.

State Policy Overview

TEACHING

"We must encourage local educators to design and implement programs meeting specific local needs."

Evan Bayh
Governor of Indiana

State policymakers have devoted considerable attention to the teaching profession during the 1980s. Although some shifts in emphasis occurred during 1989 as many states focused on implementing, expanding, or revising previously enacted reforms, policymakers' interest in the improvement of teachers and teaching remained a focal point of state education reform.

State initiatives in teaching policy reflect two parallel needs: one to attract and retain qualified *teachers* and another to upgrade the quality of *teaching*. The past year's state teaching policy initiatives generally fall into four major categories. First, many states moved into the implementation phase of previously enacted legislation to develop guidelines, begin field testing, initiate training, and award grants. Second, states expanded many of their earlier reform initiatives, using increased funds to further raise salaries, add sites to pilot programs, create additional scholarships and loans, and provide more opportunities for staff development. Third, states continued extensive revision of their existing policies, primarily in areas such as licensure and teacher education program approval standards. Fourth, states also developed new policies, concentrating, for example, on beginning teachers, minority teacher recruitment, and the role of teachers and instruction in state school/district restructuring initiatives.

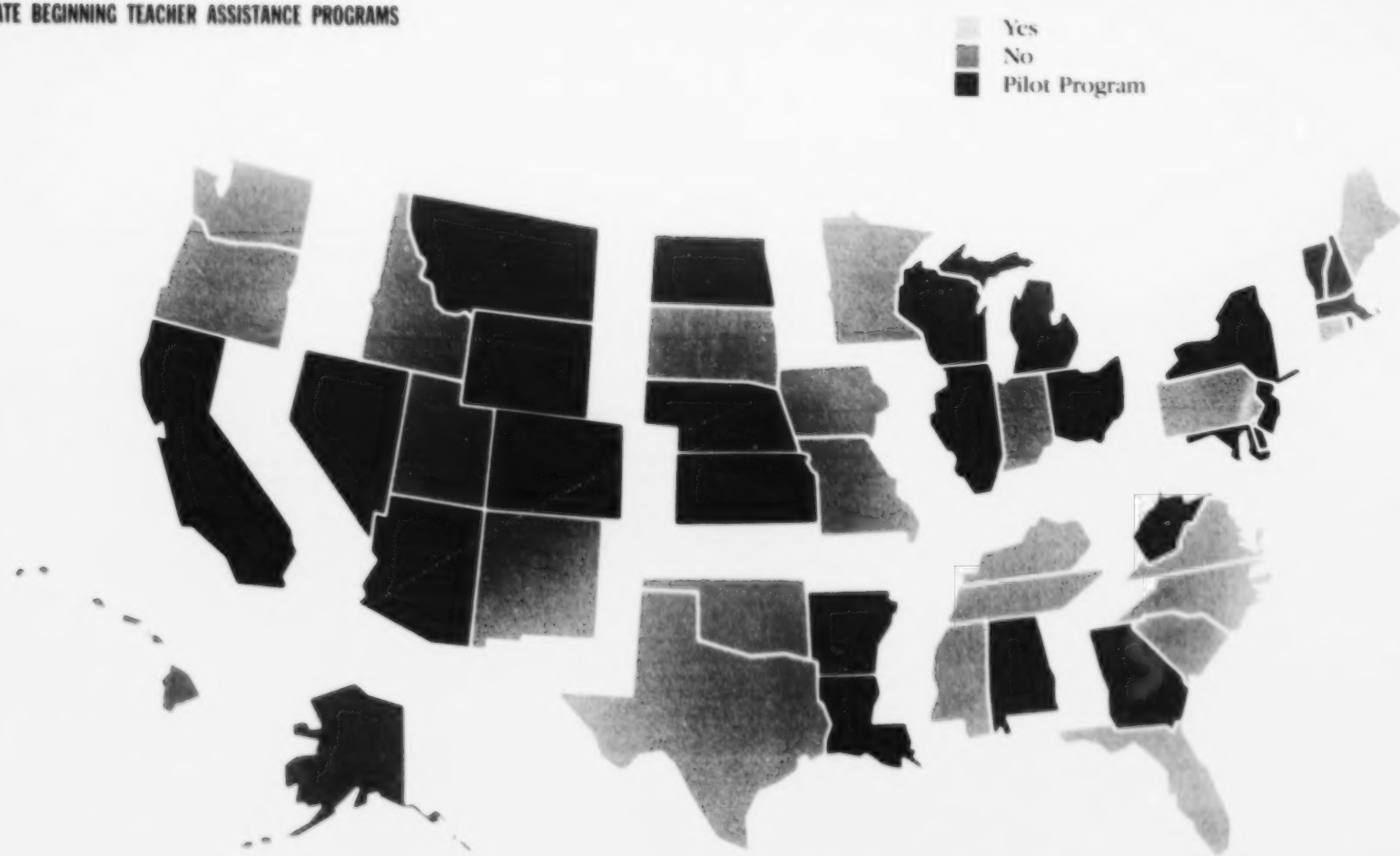
In the last few years, both educators and policymakers have recognized the need to improve the quality of the teaching and learning environment and to create a professionally driven education system, one that includes support for the National Board for Professional Teaching Standards. States are responding to this agenda by reexamining their statutory and regulatory powers. Decisions about independent, teacher-majority professional standards boards have generated heated debate about the appropriate balance between lay regulation and professional regulation of the teaching profession.

Twenty-two states reported licensure-related actions ranging from implementation of new policies through revision of existing policies to development of new policies. During the past year, Iowa joined four other states with autonomous teaching standards boards. Nine of Iowa's eleven-member board are practitioners, including four administrators and five nonadministrators. The members are appointed by the Governor and confirmed by the state senate. The board has the authority to establish criteria for both the issuance and renewal of licenses. Vermont's new licensure board, which reports to the state board of education, has a teacher majority. It will issue licenses and define new standards as needed. The board's charge includes defining a preservice preparation program, designing a system for professional assessment, and recommending alternatives for professional development.

Recent attention to state approval of college and university teacher education programs continued this year. Twenty states joined with the National Council for Accreditation of Teacher Education (NCATE) to raise state standards by instituting a system for colleges and universities to receive simultaneous state program approval and national accreditation. NCATE's new standards, adopted in 1986 and operational in 1988, are being used in this new arrangement. By 1993, all institutions in the participating states will have been evaluated against the new standards. In addition, five states report strengthening their own state standards for program approval.

Programs to assist new teachers, so-called induction programs, are now in place on a pilot or statewide basis in thirty-two states (see page 17). During 1989 eleven states initiated new-teacher assistance and mentoring programs. Because questions have been raised about the appropriate

STATE BEGINNING TEACHER ASSISTANCE PROGRAMS



SOURCES: American Association of Colleges for Teacher Education, June 1988, and National Governors' Association survey, 1989.

STATE POLICY OVERVIEW

"Is there a relationship between the level of ignorance and the level of crime, between education and economic growth? You'd better believe it."

Gerald L. Baliles
Governor of Virginia

balance and relationship between efforts to assess new teachers and programs designed to support them, a few states have begun to evaluate these programs. For example, California's new-teacher project is funding demonstration programs for support and is pilot testing new-teacher performance assessments. An evaluation component of the program requires a report to the legislature on the cost-effectiveness of alternative means of support and assessment.

According to the Southern Regional Education Board (SREB), twenty-five states now have career ladder or incentive programs supported with state funds or assistance. States that had put substantial funds into incentive programs either increased or maintained funding during the past year. However, those states that in the past authorized but did not fund incentive programs are still not funding them. Most of these programs provide salary enhancements to individual teachers based on expanded roles and responsibilities or individual performance. Nonetheless, problems with teacher evaluation continue to stymie many state efforts to differentiate pay on the basis of performance.

The current focuses in many states on school report cards and school-based management suggest that more states may look to school-based awards that include financial incentives to personnel based on a school's performance. Proponents of this approach argue that it encourages collegiality and sharing, something that quota-based individual incentives may inadvertently discourage. However, school-based awards rely on a state's ability to measure a school's performance vis-a-vis multiple indicators, a capacity which exists in only a small number of states. A few states, most notably Florida and South Carolina, reward teachers and other school personnel through school and teacher incentive programs. In Louisiana and Pennsylvania, school incentive awards will not be used for salary increases, but teachers will participate in determining how the awards will be used to improve instruction. At least thirteen states this year report the development or implementation of initiatives to address the worsening shortage of minority teachers. New and expanding initiatives range from fellowships, scholarships, or loans in Arkansas, Missouri, and New Jersey to Illinois' requirement that institutions develop and operate recruitment plans. New Mexico is developing a plan for recruiting a teaching force that is representative of the state's student population. More states are recognizing the need to address the minority teacher shortage with specific strategies that go beyond efforts to make the profession more attractive to all potential candidates and to those currently in the profession. However, greater political support must be marshalled to increase significantly the number of minorities in teaching.

State Examples 1988-89

■ The Northeast Common Market project is a unique initiative of **CONNECTICUT, MAINE, MASSACHUSETTS, NEW YORK, RHODE ISLAND,** and **VERMONT.** Recent studies of teacher supply and demand in the region suggest that the northeastern states are an interdependent network for educators, hence the seven states are working with the Northeast Regional Education Laboratory to develop policies to promote educators' mobility in the region. The states now are participating in the development of a regional credential that would be recognized for initial teacher licensure. They also plan to address other policies that restrict mobility, such as pension portability and administrative licensure.

"Teachers are the heart and soul of our children's learning."

Bob Miller
Governor of Nevada

■ **LOUISIANA's** comprehensive education reform legislation, "Children First," includes additional pay, between 10 percent and 20 percent above the state's minimum salary, for teachers who enter a career option plan. Beginning in 1991, the career options will include additional responsibilities such as serving as a mentor teacher, providing inservice training to other teachers, working an extended contract, and developing curriculum materials. Teachers will be eligible for the program if they have seven years experience, a master's degree, and a superior rating on an evaluation instrument. The research and development conducted during 1988-89 will be followed by a two-year pilot program, with statewide implementation scheduled for 1991-92.

■ As part of its effort to enhance minority completion rates, **NEW YORK** is developing a program to help two-year and four-year colleges develop joint registration systems. These will allow minority students to enter a teacher preparation program at a two-year institution, complete it at a four-year college, and be recommended for teacher certification in the state.

■ **OREGON's** School Improvement and Professional Development Program awarded grants to seventy schools during the 1988-89 school year. Each site received $1,000 per full-time-equivalent teacher. The objectives of the program include the expansion of professional growth opportunities for teachers and the restructuring of the school workplace to provide teachers with professional responsibilities and authority. Each school is required to establish a site committee with active classroom teachers making up a majority of its members. Although it is too early to see any changes in student outcomes, an interim independent evaluation found that the site committees are making and carrying out critical decisions in educational planning, goal setting, financial planning and control, and professional development.

■ **RHODE ISLAND** enacted the nation's first teacher pension portability legislation, paving the way for professional employees of public schools, colleges, and universities to transfer their pensions to other states enrolled in an interstate compact. The act also allows public school professionals moving into Rhode Island to transfer their pensions from states that are party to the compact. The NGA report, *Time for Results*, encouraged states to remove teacher mobility obstacles such as restrictive pension laws, to improve teacher professionalization and state teacher recruiting incentives.

■ **WASHINGTON,** through a collaborative effort of higher education and K-12 education, developed and adopted standards for a new master's degree in teaching. The new degree is designed for prospective teachers who have a bachelor's degree but no pedagogical training. As of 1992, to qualify for a continuing professional license all teachers will be required to have a bachelor's degree in arts, sciences, or humanities as well as a master's degree in teaching, or a bachelor's degree, required pedagogical coursework, and a master's degree in arts, sciences, or humanities. The new master's degree in teaching will be offered in three private universities this fall; one public university has applied to the state for approval of its master's program, and others are developing their programs for approval.

Unfinished Agenda

While states can note many achievements as a result of policies to raise standards for the teaching profession, recent studies indicate that these policies have had marginal impact on the actual quality of classroom instruction. Analyses of student outcomes, based on admittedly inadequate assessment tools, continually point to serious deficiencies in higher-order thinking skills. Observers of teaching in classrooms find that serious weaknesses exist in teachers' skills and knowledge in developing these areas of the curriculum across all academic subjects. State teacher testing, beginning teacher programs, and staff development tend to reinforce the development of generic teaching skills and focus little attention on teachers' knowledge of how to teach their subjects and how to work with students to develop critical thinking and problem-solving skills. Initial staff development needs identified by teachers involved in restructuring their schools tend to focus on process skills such as conflict resolution and consensus decisionmaking. However, if the quality of instruction is to be upgraded as requirements for students are raised, staff development will need to focus on changing the mode of instruction to emphasize higher-order thinking skills. State policymakers will need to consider how to develop comprehensive strategies to promote staff development, which at present are lacking despite the fact that substantial resources are devoted to these programs.

The 1980s were remarkable for the sheer quantity of state teacher policy enacted. These policy changes are now being implemented. States have faced four, sometimes competing, priorities to improve the teaching profession. The first of these, the need to upgrade teacher pay, has been met admirably by many states but will require continuing attention particularly as policymakers attempt to differentiate pay on the basis of roles, responsibilities, and performance. The second, the need to assure a continuing supply of well-prepared teachers, depends in part on policymakers' willingness to maintain quality standards when teacher shortages arise. The recruitment of minorities into teaching remains a pressing and unmet need. The third, the need to create a climate to establish teaching as a profession is addressed through reforms that focus on improved working conditions and increased decisionmaking at the school site, as well as the creation of an infrastructure for professionalization, such as that envisioned by the National Board for Professional Teaching Standards, revised state licensure, and other mechanisms. And the fourth priority, critical to establishing teaching as a profession, is the need to develop professional accountability systems for student performance.

While attempting to develop comprehensive policies that address the quality of teaching and learning, states continue to face problems of balancing the need for flexibility and professional responsibility at the local level with the need for accountability. Carefully crafted teacher policies enacted in recent years, e.g., licensure requirements developed for the purpose of raising standards for the profession, may be on a collision course with the flexibility many schools need to restructure. Policymakers will need to review requests for waivers to determine whether state teacher policies are supporting or hindering the efforts of schools to restructure to improve student outcomes. These tensions mean that states will need to carefully monitor and eventually reconcile conflicts in policies shaping the professionalization of teaching.

"Whether or not we have children enrolled in the public schools, they are our schools. We should not be strangers. We should be involved, committed, and constructive supporters."

Norman H. Bangerter
Governor of Utah

PARENT INVOLVEMENT AND CHOICE

Parent Involvement

Changing family structures make it increasingly difficult for parents to be involved in their children's schools and learning, and many parents who are eager to be involved often feel unwelcomed by schools. Yet policymakers and educators agree that increased parental involvement is a key to educational success. *Time For Results* suggested a number of ways to increase parental involvement, and states have been pursuing a number of strategies toward this end.

Many states are working with communities to develop effective strategies for parent involvement. New York and Pennsylvania have each established an office for parent involvement to increase parental participation. The New York office will develop and implement initiatives related to parent involvement and parent education. The Pennsylvania office will provide schools with technical assistance for family and community involvement. California has developed a three-year strategic plan for coordinating parent involvement activities within the department of education, providing training to department staff, disseminating state policy to districts, and promoting parent involvement and parent-teacher partnerships. Maryland and Missouri adopted parent involvement policies for hard-to-reach parents. Maryland also has an action plan that promotes the expansion and coordination of existing state-supported parent involvement efforts.

Other states have worked with employers to facilitate parent involvement in schools. In Colorado, workday schedule flexibility for state employees will be piloted this fall in four state agencies to allow parents to participate in school activities. Vermont is considering a model program for employers to facilitate working parents' school involvement. Indiana and Tennessee are considering adding two parent-teacher conference days to the school calendar.

To prepare teachers to share the responsibility for students' education, educators and administrators also are being trained in parent involvement. Colorado and Michigan have created new policies requiring teachers to receive training in effective parent involvement methods. Massachusetts and Pennsylvania are considering similar training for administrative personnel. And Utah is implementing a volunteer master plan, which provides teacher training and assistance to principals and district leaders for establishing or improving parent involvement programs, including volunteer networks.

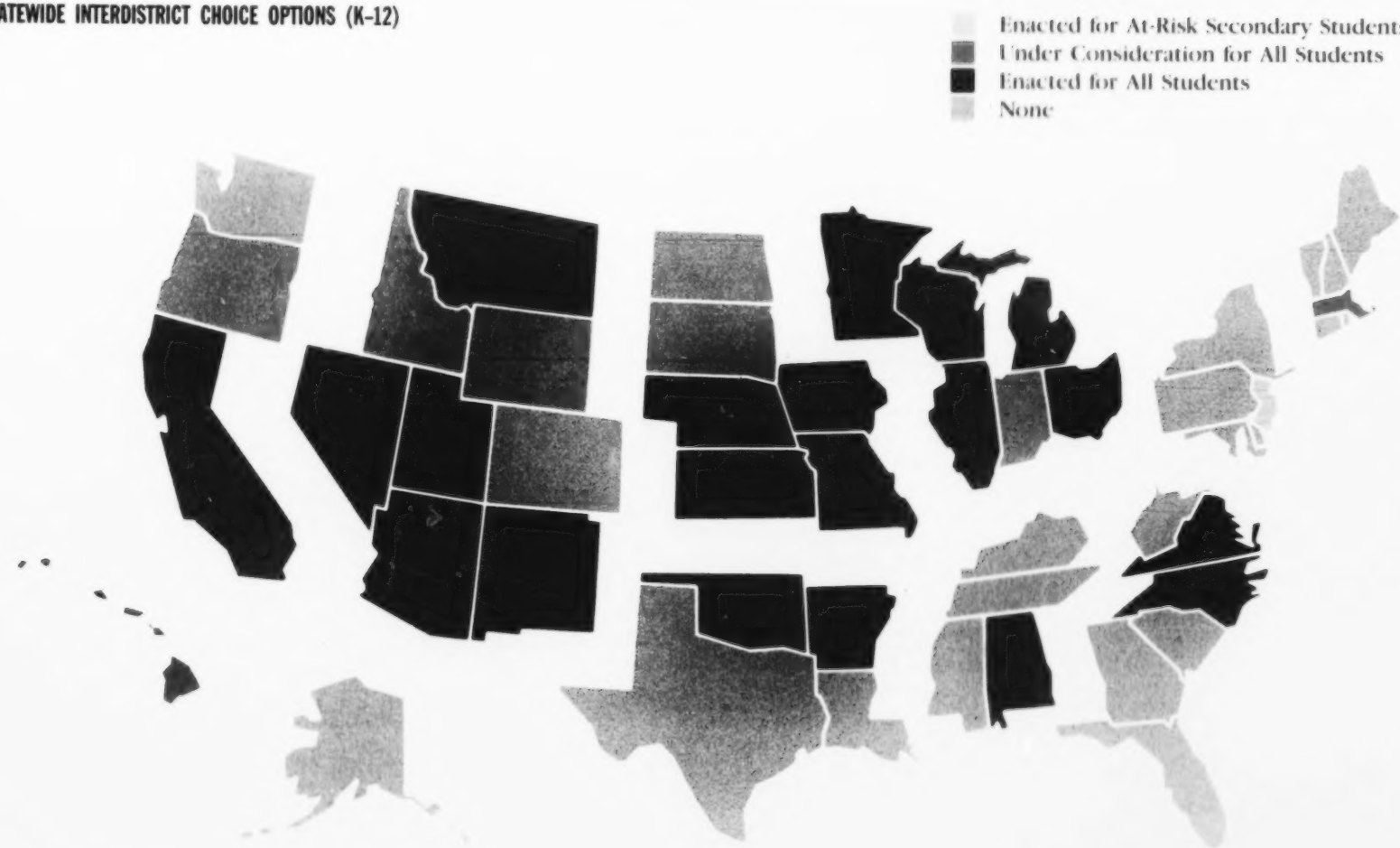
Of the forty-one states reporting new, expanded, or proposed parent involvement policies, sixteen have programs aimed at providing education to assist parents in developing techniques to be effective teachers at home. Missouri's "Parents as Teachers" program has become one of the best known and most frequently copied preschool programs in the country. It involves prenatal training, developmental screening, home visits, and parent group meetings. The state added a new component this year—a program to assist hard-to-reach families.

Choice

Choice programs vary considerably from state to state, with respect to the following factors: the breadth and range of the choices available, local district participation, the population of eligible students and families, and the range of financing and administrative provisions.

Most prevalent among state programs this year are those providing for interdistrict choice, allowing students to attend school in a district other that where they reside. Arkansas,

STATEWIDE INTERDISTRICT CHOICE OPTIONS (K-12)



SOURCE: National Governors' Association survey, 1989.

"Parents and students need options for choosing the education system that best fits their needs."

Henry Bellmon
Governor of Oklahoma

Iowa, Nebraska, Ohio, and Washington enacted statewide interdistrict choice for all students. Each local school district is required to participate, and state funds follow the child to the district in which he or she is enrolled. Ten other states have similar programs under consideration.

Minnesota, which has pioneered choice programs, expanded its program this year, now requiring all local districts to participate in the interdistrict open enrollment program. Previously local school boards had the option of closing their districts to nonresident students. In addition, state leaders are currently considering providing the option and the resources for at-risk students, who already have the opportunity to enroll in alternative or "second-chance" programs, to attend private nonsectarian schools. They also are considering a proposal that would fund "charter schools"—new public schools started by teachers from which parents and students may select.

While the specifics vary from state to state, districts may not screen applicants on the basis of past achievement or behavior. Rather, selection criteria are generally restricted to space availability, and to protecting the integrity of desegregation plans.

Most interdistrict choice options allow a parent to apply to another district, but not necessarily to a specific school or program within that district. However, North Carolina is considering a plan that would allow student application to specific schools, and Georgia currently mandates that teachers' children be provided the option to enroll in a school where the parent works.

A number of states have more limited forms of interdistrict choice. For example, at least nine states have had voluntary interdistrict choice for some time (authorized or not prohibited by the state, but not mandated) where the district could choose whether to participate. Also, a number of states limit interdistrict choice to specific populations, such as in second chance programs for at-risk youth. For example, the interdistrict plan in Washington is limited to dropouts, at-risk students, and teen parents in grades 9-12. In New Jersey a newly authorized choice pilot for dropouts will be implemented in 1991.

State magnet schools are a more limited form of interdistrict choice. Magnet schools offer a particular educational philosophy or curricular specialty and draw students from across the state. More than fifteen states have special state-supported schools in science and mathematics. In some states, there also are special state-operated high schools open to all state students. Alaska, Louisiana, Mississippi, North Carolina, and South Carolina offer schools that focus on math, science, and/or arts. California, Hawaii, and Virginia offer statewide magnet school programs and Connecticut is considering beginning a magnet school program for integration purposes. Massachusetts is currently expanding its number of magnet schools and Virginia is considering expanding its program with a school for gifted and talented students. Arizona and North Carolina are among the states that are considering both options.

Seventeen states now offer postsecondary enrollment options through which high school students can take college courses for credit at the state's expense. California, Colorado, Maine, Minnesota, Oklahoma, and Virginia offer statewide postsecondary choice. Florida and Ohio enacted postsecondary choice this year; New Jersey authorized a pilot; and six more are considering it. Florida and Minnesota currently allow, and Colorado and Vermont are considering allowing, dual enrollment where students may take postsecondary courses for

credit toward both a high school diploma and postsecondary degree.

States generally leave policies regarding pupil assignment to schools within districts to local authorities. In a few instances, however, states have adopted policies that promote choice within districts. West Virginia now allows intradistrict choice to children displaced if their neighborhood school fails to meet the new tightened state accreditation standards. Administrators can reserve the right to override parents' preference to ensure a school's racial balance, enrollment quota, or educational quality. Massachusetts provides resources and technical assistance to urban districts that use controlled-choice plans to promote desegregation. New Jersey passed new legislation to pilot intradistrict choice. Ohio also enacted intradistrict choice this year. In many other states, magnet schools exist within some localities, funded by local, state, and federal monies.

"Competition through school choice is the way to build the world's best educational system and continue our tradition of job creation."

Rudy Perpich
Governor of Minnesota

State Examples 1988-89

Parent Involvement

■ **ALASKA** is developing several programs to teach men and women how to be better parents. A strong public information effort to inform the public of services such as prenatal and early childhood health screening, resource centers, center-based parent/family education, and logistical support for child care and transportation has been proposed. Courses on home-based parent/family education, child development activities, and preparenting education for adolescents as well as community-based cultural learning centers are available.

■ In December 1988, fifty **OHIO** parents, social service workers, and educational representatives provided input on the Department of Education's "Training Ohio's Parents for Success" program. This program was initiated to develop a statewide network of parent trainers. This summer ninety-six teacher trainers will learn to recruit and train district- and building-level trainers across the state to work with parents of children, pre-kindergarten through high school.

Choice

■ The **ARKANSAS** General Assembly passed legislation giving interdistrict choice options to parents to increase the responsiveness and effectiveness of schools. Parents choose and apply to a district. Rejection standards may include capacity of program, class, grade level, or school building; but may not include the applicant's academic or athletic achievement, English proficiency, disciplinary record, or handicapping conditions. Transportation is not automatically provided, although the receiving district can allow the student to use transportation available within the district.

■ **IOWA** adopted interdistrict choice this year to be implemented in 1990-91. The sending district must provide transportation for children qualifying for federal free- or reduced-lunch programs. The state department of education must conduct a three-year study of this enrollment program and report annually to the legislature.

"When parents choose schools, they are more likely to care about the school's progress and become involved in its operation . . . . Choice can make our schools prosper."

Thomas H. Kean
Governor of New Jersey

Unfinished Agenda

As choice emerges on a growing number of state policy agendas, it generates both attention and controversy. There is a fear that choice programs at the state and local level can serve to "cream off" the most talented and motivated students for a limited number of magnet or other schools, rendering a larger number of schools with diminished human and financial resources with which to mount an effective educational program. As they launch efforts to expand parental and student choice, states can reduce the likelihood this will occur by employing several strategies to link choice to the broader effort to restructure the education system. These include establishing rigorous outcome goals for all schools, and providing each school with discretion over how best to meet them, continuing to support school improvement strategies that ensure all schools have the opportunity and resources to become distinctive and successful, and designing choice programs that include all schools or districts rather than a selected few. States can support a range of school restructuring efforts that expand both student choice and programmatic flexibility, such as the creation of charter schools or schools within schools.

Especially critical to the success of choice plans is the availability of adequate information for students and parents. Families need information on the nature of the choice program and the procedures for selecting a school or program. They need information about the nature of the options available, and the way to reconcile the student's and family's needs with available options. Consequently, states, local districts, and individual schools will need to work carefully to design procedures to ensure that adequate information is available to all families. State and local districts must examine a variety of tools, including accountability reporting requirements, to ensure that the required information is collected, compiled, and reported. Policymakers and educators must develop sophisticated outreach programs to make information readily available to all families.

Finally, states must exercise continued oversight as choice plans are implemented to prevent and curtail unforeseen problems.

READINESS

States continued in 1989 to undertake a wide variety of new and expanded initiatives for at-risk youth. While these efforts differ considerably with respect to the population groups and age levels they target, they do share a number of attributes in common. Most important among them is the conviction that all children (and young adults) can learn, provided the education system is sufficiently flexible to respond to their unique needs and circumstances.

Several states this year devoted considerable attention to the early stages of implementing federal welfare reform legislation. With the passage of the Family Support Act, education and social services systems will face unprecedented challenges to work together to provide education, training, and child care for school-age AFDC recipients seeking to complete their education. Under this law, states must ensure that local jurisdictions provide these individuals with a Job Opportunities and Basic Skills (JOBS) program of education and training as well as related support services such as child care and transportation. Actions reported by states this year include Alabama's proposal to offer a high school degree equivalency program to AFDC parents via public television, New Jersey's plan to greatly expand existing pilot programs for serving at-risk teen parents, and Oklahoma's recently passed legislation to establish pilots similar to those in New Jersey.

"Whatever we do, we must keep the children first in mind and act for their benefit."

Guy Hunt
Governor of Alabama

A second issue that recently has received increased attention in many states is the education of homeless children. A survey of state education departments revealed that between one-quarter and one-third of homeless children are not even enrolled in school. The 1988 federal homeless assistance legislation asks states to begin addressing the education of homeless children. Mississippi's response has been to study the feasibility of operating schools in homeless shelters. Other states have begun public awareness campaigns, school staff training programs to educate teachers about the special needs of homeless children, and the development of a special "portable" curriculum modeled after programs for the children of migrant workers.

New early childhood initiatives targeted to the needs of at-risk youth continued to proliferate in 1989. Thirty-one states now have early childhood education programs or pilots, an increase of six since the first *Results in Education* in 1987. And four more states (Arkansas, Maine, Nebraska, and Nevada) considered such programs during their 1989 legislative sessions. Texas will begin pilot programs for at-risk three-year-olds. New Jersey is creating a pilot urban pre-kindergarten program aimed at three- and four-year-olds. Indiana, Iowa, Vermont, and Virginia are among the states that have either developed or expanded programs targeting grant monies to preschools for the purpose of serving children at risk. North Carolina now allows districts to use their "at-risk" funds for this population. Ohio passed legislation permitting public preschools in areas with high concentrations of at-risk youth.

This year a number of states have acted to more effectively address the needs of at-risk youth by integrating educational services with other social services. Delaware created the position of Interagency Service Coordinator precisely for this purpose, while Arkansas established an early childhood commission to look comprehensively at this issue. West Virginia now requires local systems to develop a coordinated interagency service delivery plan for at-risk youth from birth through age five.

A frequent criticism of traditional school remediation programs is that they take place during the regular school day and therefore replace other regular school activities. Student benefits are limited because some of the gain made during remediation is offset by the loss of regular school instruction.

"We must give children at risk a fighting chance for success."

Booth Gardner
Governor of Washington

Some states are attempting to address this problem by funding remedial education programs apart from the regular school day. Hawaii, for example, has developed a program for after-school tutoring, while Indiana, Louisiana, and Virginia are funding summer remedial programs. Summer programs make sense from another perspective: research consistently has shown that at-risk students who initially benefit from remedial programs lose much of that benefit over the summer months. Summer remediation programs could allow such benefits to be sustained.

Another innovative strategy that shows promise of helping to sustain improvements in student achievement that was pioneered in Ohio is being piloted in Illinois and is being considered in New Hampshire. Known as "Reading Recovery," the program consists of intensive, daily, one-on-one reading lessons taught to at-risk first graders by trained professionals for a period of twelve to twenty weeks. At program's end about 80 percent of the students should be performing at the level of their peers. Even more significant, these gains should be sustained through the third grade without further intervention.

Other creative approaches to enhancing instruction for at-risk youth are being developed. Several involve increasing expectations for educationally disadvantaged students; providing a more demanding curriculum, often with a focus on higher-order thinking rather than the basics; and developing more intensive instructional strategies that capitalize on volunteers, peer tutoring, and longer time blocks for instruction. These approaches include the Accelerated Schools program that is being developed at Stanford University and pilot tested in Illinois, and the Success For All program being developed at Johns Hopkins University. In addition, the Higher Order Thinking Skills (HOTS) program, which was developed at the University of Arizona, has been extensively field tested in Chapter 1 classrooms and participating students have shown sizable and consistent improvements.

Policymakers are increasingly aware of the importance of education during the middle school years as a critical determinant of secondary school achievement or failure. Two recent national reports, *Turning Points: Preparing American Youth for the 21st Century* by the Carnegie Council on Adolescent Development and *America in Transition: Report of the Task Force on Children* by the National Governors' Association, highlighted the serious problems in most middle school education programs, including the prevalence of student ability tracking, the absence of adequate personal attention to individual student needs, and the lack of adequately trained staff. Two states have recently focused on middle school education reform as a major component of their at-risk initiatives. California has a pilot program of regional networks for reforming middle school practices at 115 school sites. The reforms stress cooperative learning strategies as an alternative to tracking, the development of higher-order thinking skills for students with basic skills deficiencies, and individual monitoring of student progress and personalized staff attention to the needs of the individual student. Similarly, Virginia is beginning to implement a three-year plan for the restructuring of all its middle schools, using a network of twenty-nine "model" and "vanguard" schools.

As states have realized that students frequently decide to drop out of school in part because of their discomfort with traditional school settings, state support for "alternative" high school programs has become more widespread. According to a recent survey, thirty-four states now report offering some form of alternative school programming. These programs may be operated on a separate campus or within an existing

STATE ALTERNATIVE EDUCATION PROGRAMS FOR AT-RISK STUDENTS

SOURCES: National Governors' Association survey, 1989; and previous surveys of the National Governors' Association.

high school facility as a "school within a school." Minnesota's expanding system of area learning centers is an example of the former, while Georgia's newly funded in-school suspension program is an example of the latter. This year both Arkansas and Idaho adopted local competitive grant award programs for alternative education.

Recently there has been some renewed interest at both the federal and state levels in combining the provision of education services to at-risk high school youth with the performance of community service. NGA's Work Group on Community Service issued a report on state-funded or state-supported community service programs based on a survey conducted in the spring of 1989. The findings indicate that while community service programs may or may not be credit granting or required, nevertheless they are becoming integrated into various academic settings from kindergarten through college. For example, New Jersey is considering a proposal to allow school-based community service programs to be offered as high school course electives. The goal is to motivate youth to stay in school while assisting local communities in meeting their social needs.

Creating local incentives to reduce school dropout rates is another state strategy that appears to be gaining some favor. Michigan and Texas are considering proposals that would financially reward school districts that succeed in reducing their dropout rates. The Governor of South Dakota has asked school districts to establish goals for educational improvement through a centennial school improvement program and has challenged them to reduce their current 16 percent dropout rate to 12 percent.

"We need to track every dropout as if he or she were an unrefined gem—because that's exactly what each is. They need only the polish of education to shine their light in the world."

John Ashcroft
Governor of Missouri

State Examples 1988-89

- **DELAWARE's** new position of coordinator of services for young children will serve to facilitate intraagency and interagency planning and delivery of services. A network will be established among all groups that will offer programs and services for young children and their families.

- **INDIANA** has implemented its Educational Opportunity Program for At-Risk Youth. The program provides a total of $22 million to assist school districts statewide as they implement one of nine types of programs: preschool, full-day kindergarten, transitional programs, remediation, tutoring, parent and community involvement, expanded utilization of school counselors, individualized programs, and model alternative programs. Of the total, $2 million must be spent on preschool programs.

- **SOUTH CAROLINA's** newly enacted "Target 2000" program exemplifies how substantial reforms targeted particularly to meet the special educational needs of at-risk youth can be combined with explicit goal setting, accountability expectations, regulatory flexibility, and technical assistance in a single comprehensive package. Propelled by the state's documented results from their Education Improvement Act of 1984, Target 2000 expands the state's early childhood development program to include all at-risk four-year-olds, increases state support for compensatory education and dropout prevention, and provides special program funding in a number of areas such as parent education and the development of higher-order thinking skills.

State Policy Overview

"Let us start working toward the day when everyone either graduates from high school or completes an alternative program of education which prepares them for finding and holding a job."

Michael N. Castle
Governor of Delaware

■ During the 1989 legislative session, **TEXAS** adopted several new programs that focus on at-risk youth. The Governor's educational excellence initiative will provide cash awards to campuses and districts based on students' performance gains; in addition, annual awards will go to outstanding school and district efforts in student intervention, including dropout prevention, drug and alcohol prevention, and parent and community involvement. Other at-risk initiatives are state support for intensive academic programs aimed at elementary students who are working under their grade level, alternative education programs for pregnant teens and teen parents, and a pilot program focused on at-risk three-year-olds.

Unfinished Agenda

State progress has been most noteworthy in the area of early childhood education, where funding for kindergarten and major service expansions in preschool have become more prevalent. However, aside from these efforts and some targeted increases in categorical support to identify and serve at-risk youth, most new state activities involve sponsoring demonstration and pilot projects or offering limited incentive grant competitions.

These are resulting in a number of exciting and innovative achievements in preparing students for school, overcoming basic skill deficiencies, and preventing dropouts. They also are contributing heavily to the knowledge base regarding "what works" for educating disadvantaged students. However, as pilot or demonstration programs these efforts often exist in particular local districts and schools in isolation from one another. States need to consider more comprehensive approaches that put together the policy pieces to more effectively educate all students, including restructuring programs that target students at risk; stimulating collaboration across services and agencies to guide a comprehensive set of services for at-risk youth; educating teachers to more effectively teach all students; creating programs to more effectively involve parents; and developing state accountability programs that report on the achievement of all students, with particular attention to subgroups of at-risk students, and that link rewards and sanctions to performance.

62

"As we mature in this technological world, if we are to compete, to create opportunity, we must educate our children in the skills of today."

Judd Gregg
Governor of New Hampshire

TECHNOLOGY

In the early part of the decade, only a few states were making inroads in educational technology. Since then, there has been an enormous expansion in the use of such technology. New technologies are making possible imaginative approaches to teaching traditional subjects and are stimulating more complex, higher-order thinking. During the last year, almost every state reported new activity or proposed new initiatives in educational technology. Extensive activity has been reported as states continue to make progress in the use of distance learning to expand curriculum offerings. States are steadily increasing access to technology as evidenced by the rising numbers of computers, VCRs, and videodiscs in their schools. States also are making notable progress in developing statewide telecommunication networks and administrative databases, increasing state technology funding, providing teacher training in technology, evaluating and developing software and computer curricula, developing state technology plans, and studying state technology needs and educational technology.

Continuing the trend of the past two years, distance learning, which brings educational instruction via television, satellite, cable, or microwave, is the most prominent area of state involvement in technology. Distance learning initiatives and expansions were reported by thirty-seven states. States are either implementing, expanding, studying, or funding distance learning programs to provide special courses to schools with at-risk students, to enhance teacher education, and/or to offer instruction in locations where there are insufficient teachers or very low enrollments. According to a 1989 survey by the Council of Chief State School Officers, ten states (out of thirty-three responding) reported that they currently operate a statewide or regional distance education network. An additional fourteen states reported that they were planning to develop a statewide or regional network. A soon-to-be-released report by the congressional Office of Technology Assessment (OTA) may provide further insight into distance learning, especially in the K-12 school setting. The OTA report analyzes various technological options and assesses their costs, effectiveness, and necessary trade-offs.

In *Time for Results*, the Governors' Task Force on Technology advocated greater cooperation among the states through the creation of partnerships. The task force also identified a federal role in supporting these efforts. The Star Schools program is an example of one such federal effort that has had the effect of greatly expanding the availability of distance learning across the nation. Thirty-nine states are participating in this program. The U.S. Department of Education awarded $19 million to four interstate partnerships that provide distance learning programs in mathematics, science, and foreign languages and offer inservice workshops and graduate credit courses for teachers. Four states (Michigan, Mississippi, Nebraska, and Texas) are participating in two of these partnerships, and Alabama is participating in three of them.

Almost half of the states reported that they are proposing, developing, or expanding statewide telecommunications networks using computers to link schools, libraries, higher education institutions, and state and district administrative offices. Thirteen states have developed or are developing administrative databases to improve communication between the state education authority and local education authorities, to collect student data, to track student progress, to assess school resource needs, and to place and recruit teachers. Several states also are joining interstate networks. For example, the Western Interstate Commission for Higher Education (WICHE) has formed the Western Cooperative for Educational Telecommunications. This organization will link higher

MICRODENSITY BY STATE 1988–89

NOTE: Microdensity is the total state K-12 public school fall enrollment divided by the total number of microcomputers.

SOURCE: Quality Education Data, 1989

"Knowledge, learning, research, information and skilled intelligence are the raw materials of commerce in a global society."

George A. Sinner
Governor of North Dakota

education institutions in fifteen states both with each other and with other consumers and providers of educational telecommunications. In so doing, the cooperative will foster cooperation and communication among its members and create broad access to equipment, expertise, and other telecommunications resources.

States continue to expand the availabilty of technology in schools. According to Quality Education Data, Inc., overall video use and the number of computers in the schools have increased dramatically in the last five years. Nationwide, the average number of students per computer in 1988-89 is 25, compared with 125 in 1983-84, representing an 80 percent improvement in computer access. Since just last year this figure increased 22 percent from an average of thirty-two students per computer. The state rates range from fewer than fifteen students per computer in Alaska to about forty-eight students per computer in Mississippi. Thirteen states have managed to lower their rate to twenty-two or fewer students per computer. In spite of this improvement, OTA reports that the average student spends only about one hour per week on the computer.

Only seventeen states reported to NGA this year that they are engaged in or have proposed teacher training initiatives. The National Education Association (NEA) Special Committee on Educational Technology notes that only half of the nation's teachers report that they have used a computer and only a third indicate that they have had up to twenty hours of computer training. The NEA committee advocates that computers should be a fixture on every teacher's desk within the next two years.

Increasingly states are involving themselves in the process of selecting computer software and hardware. Of the forty-seven states responding to the 1988 "Eighth Annual Survey of the States" conducted by Electronic Learning (EL), the majority indicated that they do not regulate the hardware and software schools purchase and only eighteen provide purchasing guidelines to districts and schools. NGA's survey revealed new initiatives by seven states (California, Delaware, Florida, Georgia, Maine, Nebraska, and New Jersey) to develop or evaluate educational software. Five states (California, Maryland, Michigan, Nebraska, and Washington) also are pairing up with private sector partners to purchase or develop software and to fund pilot programs and technology centers. Still other states are pooling their financial resources to form interstate consortia in order to lower the costs of high-tech equipment.

Technology curricula is another area in which there is increased state attention. The NEA argues that computers are an evolutionary tool in the restructuring of schools because teacher access to computers enables teachers to become more involved in decisions about curriculum design and instruction techniques. NGA's survey revealed that fifteen states are developing, evaluating, or piloting technology-based curricula. At least some of these are developing curricula in subject areas such as mathematics, science, and writing. Yet less than half the states already have technology plans or are developing, implementing, or evaluating plans that indicate the state's intentions to use technology in the curricula, and only five states (Florida, Indiana, Minnesota, Pennsylvania, and West Virginia) are exploring the use of technology as a tool in school restructuring. In addition, the EL survey found that only eleven states require schools to integrate or use computers in the curricula, whereas nine states require K-12 students to take a computer course, and twelve states require students to demonstrate computer competency in high school. There may still be too much emphasis on instruc-

State Policy Overview

tion in computer use rather than on the integration of computers into the general curriculum.

The Electronic Learning survey revealed that 75 percent of the responding states had plans to embark on new technology-related programs in 1988-89, focusing mainly on distance learning projects and projects involving emerging technologies. However, these findings were almost the same as those of last year's EL survey. In the NGA survey, some states reported that they have comprehensive long-term technology plans while others reported that their plans pertain only to limited uses of technology such as increasing curricula access through distance learning. An additional fifteen states are still in the early stages of conducting studies to develop technology plans, to assess technology needs, or to examine the uses of educational technology.

According to a 1988 school district survey by the National School Boards Association (NSBA) and Control Data Corporation (CDC), most school districts have formulated long-range plans for implementing technology. However, NSBA and CDC found that most of these plans were developed with no recognizable provision for update, were not comprehensive, and were narrowly focused (i.e., more than one-third dealt solely with computer literacy). Moreover, the districts lacked plans to track or evaluate implementation of their technology plans. New Hampshire and North Dakota were the only states that reported initiatives to provide local school districts with technical assistance in developing technology plans.

State Examples 1988-89

- **CALIFORNIA** awarded an $884,380, three-year grant to a private company to develop a technology-based curriculum package for middle school science courses. The curriculum for the "Science 2000: Technology Resources Management Project" will incorporate technological aids such as computers, VCRs, and videodisc players into the teaching of science to students in the sixth, seventh, and eighth grades. The program will go beyond drill and practice to stimulate higher-order thinking and to encourage students to perform simulated experiments not normally performed in the classroom and to experience new environments.

- During the summer of 1989 **INDIANA** is funding an eight-week pilot program to develop components of a restructured school system, with technology as one of the components. The program will serve preschool through middle school learners and address such issues as learner-focused programming, choice and flexibility in programming, teaching and learning strategies, scheduling, and student/family services. One site will provide computers to be used at home by all teachers and learners in the program.

- **TEXAS** has developed a comprehensive technology plan, *1988-2000 Long Range Plan for Technology of the Texas State Board of Education*, which plots a twelve-year course for meeting the state's educational needs through technology. The plan focuses on four priorities: classroom instruction, instructional management, distance learning, and communications. The outcomes envisioned include equity in curriculum offerings and quality, con-

"Nothing is more important to our long-term prosperity than the education of our children. Better schools mean better jobs and better lives for all our citizens."

Edward D. DiPrete
Governor of Rhode Island

sistent and high-quality inservice training, efficient communications, comprehensive use of technology in all appropriate areas of education, reduced teacher paperwork, and lower administrative costs.

■ **WASHINGTON** is creating a unique clearinghouse to promote the use of educational technology by helping school districts harness the technical expertise of private sector specialists through partnerships among Washington businesses and schools. Called the "21st Century Institute for Advanced Technology in Schools," the clearinghouse will provide six broad types of service: training, consulting, and provision of grants; technology information exchange; liaison for specific technological services and information; awareness and promotion of educational technology; research in and evaluation of educational technology; and provision of information for legislative understanding. The institute is part of a larger project in Washington, "Schools for the 21st Century," which is aimed at professionalizing teaching and enabling educators and parents of selected schools or school districts to restructure certain school operations and to develop model school programs to improve student performance.

Unfinished Agenda

Although there are more computers than ever before in the nation's classrooms, more should be provided for both teachers and students. The national average student/computer ratio of 25-to-1 is insufficient to making the computer a central element of daily instruction. In addition, greater emphasis on teacher technology training is still needed to maximize the effectiveness of computer instruction. The National Center on Education and the Economy has suggested that the President should work with the states to design a national program to train teachers to use advanced information technology. However, to provide useful advice to the President in developing an effective technology training program, the states must have ample experiences on which to draw.

The Office of Technology Assessment has identified the following current uses of educational technology as among the most promising: drill and practice to master basic skills, development of writing skills, development of problem-solving skills through computer simulations and educational games, development of understanding of abstract math and science concepts, and development of high-level critical thinking skills through interactive instruction systems providing self-paced mastery instruction via microcomputer-based labs and decision-making simulations. However, regardless of the current emphasis placed on computer use instruction, schools do not appear to be taking advantage of the unique uses of technology in teaching subject matter and in helping students develop higher-order thinking skills.

The challenge for states now is to encourage local inventiveness in the advanced uses of technology in education. Likewise, the focus of statewide educational technology plans appears too narrow. The predominant focus seems to be on expanding access to technology with little or no attention given to using technology to restructure schools or to teach higher-order thinking. This fact and the NSBA/CDC study results indicate a strong need for states to provide some technical assistance to districts in the development of local plans that make more extensive use of technology.

SCHOOL FACILITIES

"We lift our children, we lift our state."

Buddy Roemer
Governor of Louisiana

The nationwide crisis relative to school facilities continues to draw attention. Reports issued this year on conditions in rural schools and an investigation of school buildings across the country strongly reinforce concerns voiced in 1986 by the NGA Task Force on School Facilities.

According to a report issued by the Education Writers Association (EWA), *Wolves at the Schoolhouse Door: An Investigation of the Condition of Public School Buildings*, one-fourth of American school buildings need major maintenance and repair work, are obsolete, lack accommodations for the handicapped, or have severe environmental problems. Despite an increase in school construction driven by the current baby "boomlet" (1986 state and local school construction expenditures of $5.9 billion represented a 48 percent increase over 1982), facility construction, renovation, and maintenance are not keeping pace with needs, and a backlog of demand is reaching overwhelming proportions. The price tags are daunting—$84 billion for new or retrofitted construction and $41 billion for school maintenance and repairs. The latter figure represents a 64 percent increase over a 1983 estimate of America's school maintenance needs.

The growth in student population—albeit uneven—around the country is most pronounced in the sunbelt states and is expected to continue into the early 2000s. Florida, for example, expects to gain nearly 60,000 students a year over the next several years. Other factors strain the capacity of school buildings: mandates to reduce class size, requirements to meet special student needs in separate classrooms, and technological innovations.

Traditionally, control over school facilities—including financing—has been a local responsibility. As states developed equalization or foundation funding programs to help districts pay for education, they absorbed more of the operating costs while capital costs were absorbed by local governments. As a result, the EWA reports that most states have not developed the capacity to help districts address school facilities issues. In fourteen states staff overseeing school facilities matters are limited to one full-time or one part-time state employee. Even basic information such as the age and number of a state's school buildings is unavailable in many states (see table, page 37). Only thirty-one states have the staff capacity to project enrollment in order to plan for future needs. Federal regulations on asbestos abatement offer states an opportunity to collect systematic data on the condition of schools; state departments of education, while not always given the responsibility for collecting this data, must work to ensure that this information improves the department's base of knowledge about school buildings.

Rural school buildings are suffering from an assortment of physical maladies; according to a 1989 report, *The Condition of School Facilities in Rural and Small Schools*, about half are appropriately described as unsafe, outdated, and inadequate. The estimated cost of replacing these schools is $18 billion. Addressing the backlog of maintenance needs in rural schools will cost an estimated $2.8 billion, or approximately $300,000 per building.

The revelation that rural school plants are in poor condition followed other 1988 reports disparaging the physical state of urban schools. Now problems are emerging in suburban schools. Hastily constructed during the 1950s and 1960s in response to the baby boom, these schools were not expected to last much more than thirty years. According to the EWA report, "School districts now are stuck with thousands of buildings that have aged quickly and do not lend themselves to adaptation to different needs."

Number And Age Of School Buildings By State

	No. of Public School Buildings Currently In Use for Instruction	Age of Original Construction: School Buildings Now In Use						
		Pre-1899	1900-1939	1940-1949	1950-1959	1960-1969	1970-1979	1980-1988
Alabama	1,814	9	907	478	847	1,256	993	544
Alaska	473	0	6	6	40	69	106	82
Arizona	1,026[a]							
Arkansas	5,843	3	503	508	1,110	1,562	1,516	641
California	7,125[b]							
Colorado	1,353[b]							
Connecticut	935[b]	36	245	71	269	256	71	9
Delaware	185	3	52	3	44	57	25	1
Florida	16,416	6	651	476	1,751	4,155	3,147	5,270
Georgia	11,025[d]	2	908	704	2,771	2,850	2,856	952
Hawaii	2,053	0	189	65	564	676	459	120
Idaho	546[e]	0	122	25	109	97	69	34
Illinois	4,166	136	1,305	256	1,139	762	505	83
Indiana	1,916[b]							
Iowa	5,765[f]	45	942	118	804	923	659	230
Kansas	1,465[g]							
Kentucky	1,749	11	573	119	418	436	289	103
Louisiana	1,467[b]							
Maine	900[e]	5	100	100	150	150	100	150
Maryland	1,224[g]							
Massachusetts	1,785[h]							
Michigan	3,630	25	400	100	275	500	100	50
Minnesota	1,506	25	626	45	535	528	102	45
Mississippi	3,530	0	402	298	818	1,002	657	353
Missouri	3,000[g]							
Montana	548[g]							
Nebraska	1,380[i]	25	385	61	259	314	276	60
Nevada	310[b]							
New Hampshire	342[j]	(154 pre-1950)			62	67	36	23
New Jersey	2,251	N/A	N/A	56	514	550	211	115
New Mexico	652[b]							
New York	3,874	47	1,028	112	961	1,021	523	182
North Carolina	5,594		944	456	1,898	1,173	915	150
North Dakota	615[g]							
Ohio	3,977[k]	25	250	250	725	725	725	100
Oklahoma	6,166	6	962	555	987	987	1,133	1,536
Oregon	1,495	5	398	279	252	353	178	72
Pennsylvania	5,260	68	1,018	69	881	718	440	66
Rhode Island	321[k]	16	96	7	84	69	59	0
South Carolina	1,103[b]							
South Dakota	788[g]							
Tennessee	1,600[g]	25	525	200	400	325	165	160
Texas	15,000	N/A	1,595	844	2,991	3,055	2,417	2,551
Utah	854	15	160 (1900-50)		186	198	140	135
Vermont	378	57	80	15	97	67	58	4
Virginia	1,695[g]							
Washington	1,700[g]							
West Virginia	1,105[l]	10	370	108	245	177	N/A	N/A
Wisconsin	2,002[m]	58	381	205	695	351	165	44
Wyoming	400[e]	0	40	40	60	60	120	80
	TOTALS	658	15,145	6,330	25,469	24,856	18,997	11,653
	PERCENTAGES	1%	15%	6%	25%	24%	18%	11%

NOTES: The count of school buildings differs from the number of campuses in a state. Age of construction data refers to instructional buildings only. a: State does not maintain information on age of school buildings. b: State maintains information only on the number of campuses. c: Best estimate. d: Additions are included in the count of Georgia school buildings. e: Idaho does not have original date of construction for 90 buildings. f: Relocatable buildings are included in the count of Iowa school buildings. g: Maryland collects information on facilities by square footage: pre-1899: 108,000 sq.ft.; 1900-1939: 59 mill. sq.ft.; 1940-1949: 2.2 mill. sq.ft.; 1950-1959: 19 mill. sq.ft.; 1960-1969: 35 mill. sq.ft.; 1970-1979: 35.7 mill. sq.ft.; 1980-1988: 4.5 mill. sq.ft. h: Massachusetts is currently undertaking an inventory of school facilities. i: Nebraska's figures are 1985 statistics; an inventory of school buildings has not been taken since 1985. j: New Hampshire has not collected information by year for existing schools constructed prior to 1950. k: Rhode Island data is preliminary and has not been verified by districts; one district's data is missing. l: West Virginia's figures are for 1986-87. m: Wisconsin totals are for districts reporting. N/A = not available.

This table builds on a fifty-state survey conducted by the Education Writers Association that was published in their 1989 report *Wolves at the Schoolhouse Door: An Investigation of the Condition of Public School Buildings*, p. 9. However, the NGA survey asked states to provide a count of all school buildings used for instruction rather than the number of campuses which EWA requested. The NGA survey thus yields different and more information as several additional states responded to the NGA survey.

STATE POLICY OVERVIEW

State responses to these problems are conditioned by the fact that historically districts have controlled the financing and operation of school buildings. Still, state aid for capital expenditures is being discussed in many states. Ten states considered varied approaches to funding school construction or renovation this year; most of these proposals are still under consideration or were defeated.

During the past year, states considered modifications to existing capital outlay policies in order to ease the burden on the capacity of local districts. For example, New Jersey considered placing state aid to poorer districts, including support for school construction and remodeling, on a current-year funding basis; under existing policy districts do not receive their aid until the second year of the construction project. Maine is considering moving the state's share of school construction aid to the front end—the concept and design stage—to help districts bear risks. Wisconsin's "aging schools" initiative facilitates local borrowing by raising the cap from $5,000 to 1.5 percent of the property value for capital projects that must have voter approval. Florida's new law assists districts by allowing them to enter into lease-purchase agreements for school buildings. South Carolina's Supreme Court ruled last year that school districts could use lease-purchase plans to acquire school buildings without voter approval. Also, New Jersey is considering a state-administered revolving loan program that would help poorer districts meet severe facilities needs through low-interest loans.

More comprehensive approaches to capital expenditures are being considered, especially in states where school finance systems have been challenged in the courts. For example, an issue in the challenge of the Texas school finance system was the fact that local districts were solely responsible for school construction; this requirement resulted in marked inequities among facilities. The comprehensive school finance reform measure adopted by the Texas legislature in 1989 establishes an advisory group to study school facilities funding options; the group will report back to the legislature by fall 1990.

Additional state-level actions related to the financing of school construction and maintenance include West Virginia's new school building authority, which helps local districts finance construction and renovation projects. Twenty percent of Washington's $1 billion education budget increase will pay for school construction and renovation. During the past year, New York created the New York City School Construction Authority with responsibility to finance, design, and construct new and renovated school structures. Georgia is using much of its substantial capital outlay to provide incentives for school consolidation. In each of the next seven years, Hawaii will put $90 million into an education account; the interest is expected to meet growth and high-priority support needs over the next ten years.

States are requiring or encouraging fuller use of schools, ranging from extending the school day or year to offering day-care or after-school programs at school sites and promoting community use of schools. For example, the year-round school calendar was on this year's agenda in four states; a Florida task force recommended it, Washington changed its funding formula to encourage this local option, and pilot projects tested the measure in Arkansas and New Mexico. Year-round schedules still generate considerable opposition from parents and business executives who see a threat to vacations and the tourism business, respectively. However, preliminary results from an evaluation conducted in Utah show that approximately 75 percent of principals, teachers,

"Education is a cornerstone of our economic development strategy. It is at the top of the list when we talk about quality of life. Our goal should not waiver."

Terry E. Branstad
Governor of Iowa

students, and parents surveyed were positive in their response to the year-round schedule.

Programs to encourage and support school-site programs for latchkey youngsters were adopted or implemented through start-up grants (Delaware), technical assistance (Maine), support (Hawaii and Vermont), needs assessments (Iowa), a requirement that districts provide program space (Wisconsin), and permissive legislation (South Dakota). Hawaii, Indiana, South Dakota, and West Virginia have eased regulations regarding the use of schools as day-care centers. Delaware and Pennsylvania are providing financial support to school-based day-care programs. Finally, in 1988 and 1989 state actions to further promote community use of schools occurred in Maine, Pennsylvania, Vermont, and Virginia. Utah has completed a statewide master plan for community education to foster increased use of school buildings.

Several states are studying the condition of school facilities statewide. Nevertheless, a number of states do not collect this information on a routine basis. Staff members in one state have recently begun such an inventory estimate, but it will take years to complete since the work must be done by a small number of people. Delaware, Georgia, Idaho, New Hampshire, Rhode Island, and South Dakota have inventories underway or completed; in some cases, these surveys are part of the asbestos management program or a special needs survey. Other states—for example, Arkansas and New York—are asking districts to monitor and report on local school conditions; Tennessee will employ this method on a pilot basis. Revisions to facility regulations or accreditation standards are being considered in Vermont and Wyoming, the former as part of a collaborative effort by seven state agencies. North Carolina has revised its minimum facility standards.

Finally, states and school districts are addressing environmental issues as they carry out the mandate of the U.S. Environmental Protection Agency (EPA) on asbestos abatement. Lead water pipes and radon gas are other matters of concern to EPA, the states, and local school districts. States including New York are helping local units meet costs associated with federally required asbestos management plans, and in Nebraska tax-exempt bonds will serve a similar purpose. School safety also is receiving some attention. New York has proposed that all districts require schools to undergo annual fire inspections; Illinois is tracking and enforcing compliance with its newly revised school safety code; and in Wisconsin the department of education and the department of industry, labor, and human resources have signed an agreement to carry out safety inspections of all schools built before 1930, which were previously exempt from inspection.

State Examples 1988-89

- The **MISSISSIPPI** Department of Education recently completed a forecast of future school facility needs, estimated at $750 million statewide. In a three-county area that has been targeted by the legislature for infrastructure improvements, approximately $40 million worth of repairs, maintenance, and construction needs were found. The needs assessment is part of a long-range facilities plan underway in Mississippi.

- **NEW HAMPSHIRE'S** study committee on school facilities recently issued a report that reviewed school conditions and recommended ways the state can address facilities issues. New Hampshire has had a school building aid formula in place since 1955. In light of the 40,000 additional students anticipated over the next dozen years,

the study committee recommended a revision in the building aid system: all districts would receive school construction aid at the rate of 35 percent; incentives would be provided to cooperating school districts; and aid would be paid to districts in a lump sum prior to construction. The committee also recommended that new school building plans "allow for flexible organization."

■ Driven by substantial enrollment increases and tight budgets, **UTAH** has used incentives and sanctions to stave off school construction, turning instead to year-round and alternate schedules to make greater use of existing resources. Now state policymakers anticipate even greater changes in the use of facilities. In a major 1988 report, *Shift in Focus*, a strategic planning commission for the state board of education laid out a vision of a new education system. "In a student-focused system, the 'store will be open' much longer hours . . . . The student-focused system becomes a community resource, available to also serve the educational needs of those who have traditionally been beyond the purview of the industrial model schools."

■ **WISCONSIN** adopted an "aging schools" act in its 1989 legislative session. This initiative allows school districts to borrow up to 1.5 percent of the average property value without a public referendum; repeals the mandatory referendum for issuance of general obligation bonds; increases the aidable debt service limit; allows the state superintendent to request an inspection of a school building when there is significant evidence of code or safety violations; allows the state superintendent to withhold up to 25 percent of a district's state aid for noncompliance with an order to repair, improve, or remodel a school; and requires school districts to adhere to an annual building maintenance schedule.

Unfinished Agenda

The projected costs for new school construction ($84 billion) and maintenance and repairs for existing schools ($41 billion) are so enormous that they can overwhelm policymakers. When these estimates are broken down on a per student or annual basis over a twenty-year period (an average time span for local bonds), the price tag may seem more manageable. Not including interest, the bill for new construction is about $2,100 per public school pupil ($105 per year for twenty years) and just over $1,000 per public school pupil ($50 per year for twenty years) for school maintenance and repairs. Still, unless addressed, the problem will mount as aging suburban schools reach the end of their intended life span and urban and rural schools deteriorate further. Districts that built heavily in the 1950s and 1960s to house the baby boom generation may find that their bonded indebtedness is down by 1990. Free from past school construction debts, these districts may have an opportunity to meet the renovation, repair, and construction needs they face. Policymakers will need to prioritize school facility needs carefully and to think pragmatically about what must be done and how. Measures to solve the problem may encounter resistance from those who perceive a threat to basic state aid and to funding for new education initiatives.

An additional burden can be anticipated as states and school districts face continued pressure and mandates to rid schools of environmental hazards. For example, old fuel tanks may be added to the list of other hazards school districts must confront—asbestos, lead water pipes, and radon

"An investment in a child is a sound investment in the future."

John R. McKernan Jr.
Governor of Maine

gas. The cost of removing these hazards skews local priorities and makes it less likely that other facility issues will be addressed.

Restructuring efforts are now underway in a number of states (see page 6 and 7), and these programs have implications for school facilities. A restructured school may require flexible space that can be easily converted from large to small classes or for a variety of activities. The ways in which the restructuring of schools will affect buildings (or vice versa) should be part of the dialogue on school reform. For example, through the Saturn School Program in Dade County, Florida, where a major restructuring effort is underway, school officials are inviting educators and others nationwide to submit proposals to design and operate the forty-nine schools the county expects to build over the next several years. While the proposals are primarily to describe curricular, instructional, and management approaches, they also must include a description of building design to suit a school's program needs.

STATE POLICY OVERVIEW

COLLEGE QUALITY

"We will insist that graduates leave the campuses equipped with a quality education that meets a changing and ever more competitive world environment."

Stan Stephens
Governor of Montana

States played an active leadership role in addressing critical higher education questions in 1988-89. Indeed, momentum has been building on a number of postsecondary issues such as assessing undergraduate student learning, improving the participation and completion rates of minority students, offering new forms of financial assistance, and increasing public accountability. Other issues, such as the formal state role in containing higher education costs and the restructuring of governance systems, have been lower priorities for states.

Improving the quality of undergraduate education continues to be important for states. Many rely on student outcomes assessment to enhance instruction and curricula and to further public accountability. During the past year, Arkansas, Idaho, Indiana, Nevada, and Vermont have adopted state-level policies on student outcomes assessment, whereas Connecticut, Hawaii, Illinois, Kansas, South Carolina, and Texas are implementing previously adopted policies. Minnesota is funding six campus-based pilot assessment programs. Georgia, Montana, New Mexico, and West Virginia use another approach to postsecondary assessment. In these states the higher education agency strongly encourages institutions to develop assessment programs by sponsoring forums, conferences, and newsletters, which enable institutions to share assessment activities and to learn from one another. But these states are hesitant to mandate a student outcomes assessment policy from the top down, preferring, as one state official stated, to focus on "encouraging and assisting campuses" to develop assessment programs. Only thirteen states remain inactive in this policy area (although individual campuses may be active in all of these states).

New student outcomes assessment initiatives build outcomes measures into ongoing processes such as program review, planning, and budgeting. They usually require campus reporting mechanisms and guidelines for the development of campus assessment programs. Connecticut's and South Carolina's guidelines specifically require faculty involvement in the assessment process.

States that have gained more experience in this area are adjusting and expanding their policies. For example, after field testing its proposal to use a standardized test to assess intermediate-level student writing and quantitative skills, Washington's higher education coordinating board determined that the method of measurement should be determined by the individual campus rather than imposed by the state. Georgia is moving beyond its well-established writing assessment program toward encouraging campuses to adopt more comprehensive assessment. South Dakota's existing assessment policy fits into a new accountability initiative that involves a broader range of performance indicators, including financial data, faculty evaluations, and retention information. The information will be used to guide policy decisions and to encourage campuses to improve programs. Twenty-eight states now have formal college quality assessment programs, compared with thirteen when NGA first started reporting in 1987.

State efforts to improve undergraduate education are by no means confined to assessment. Comprehensive reviews and studies of undergraduate education are currently underway in Illinois, Iowa, Massachusetts, Nebraska, and Vermont and have been completed in Arkansas, New Jersey, New Mexico, and West Virginia. Higher admissions standards, particularly for comprehensive and research universities, were proposed or adopted in Alaska, Arizona, Kansas, Mississippi, and Oklahoma. In Oklahoma and South Carolina, new state challenge grants will focus on instructional improvement. In Arizona, Arkansas, Massachusetts, Montana, and New Jersey,

"Reform comes from without. You don't howl for a new deal when you are holding four aces."

Garrey E. Carruthers
Governor of New Mexico

state actions to develop and/or require a core curriculum will have an impact on college quality and, in some instances, are aligned with efforts to improve articulation of courses between two-year colleges and four-year colleges and universities. In Hawaii, the Governor declared 1989 the year of the undergraduate and recommended initiatives such as improving student services.

Program review is another state improvement strategy; at least nine states refined or strengthened program review procedures this year. The Arkansas Board of Regents now has authority to terminate programs, and Colorado has developed a policy on program discontinuance. In seven states, clarifying the role and mission of public institutions has quality implications. Tennessee will include specific enrollment and program indicators in its recently adopted policy on institutional role and mission. Maryland's new higher education coordinating commission requires institutions to develop methods to achieve campus-developed goals and objectives related to role and mission.

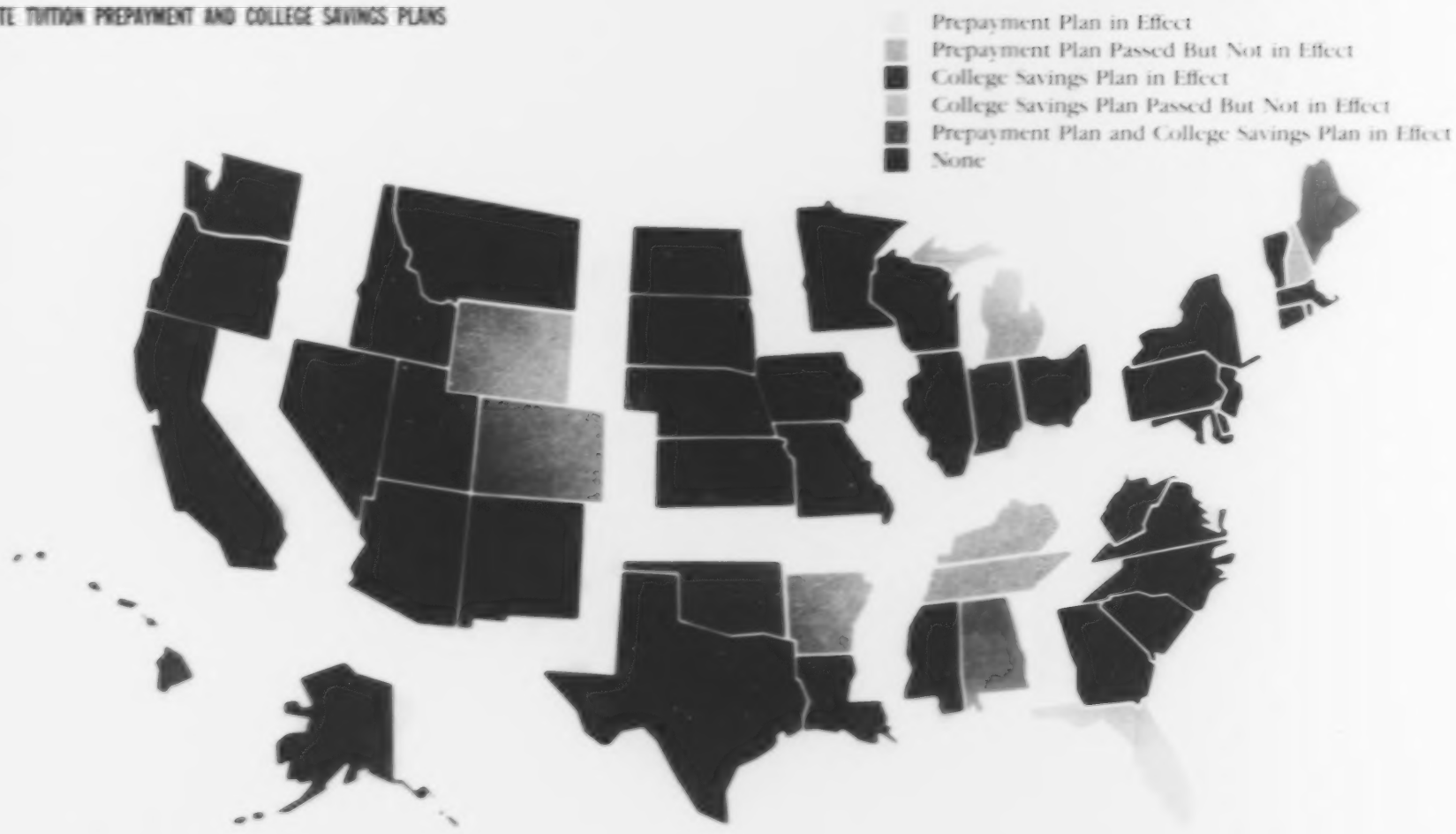
Increasing minority participation in higher education is receiving substantial attention. In Arkansas, Colorado, and Montana, data systems are being developed and improved to track enrollment, retention, and graduation rates for all students. These systems will inform state and campus-level policy decisions and strategies. Georgia, Missouri, Rhode Island, and Wisconsin have developed statewide plans for enhancing minority enrollment and retention. In Arkansas, Nevada, and Rhode Island, campuses are required to develop, implement, and report back on plans to increase minority participation. Initiatives are being undertaken in Illinois, New Jersey, and New York to improve articulation or the transfer of credits between two-year and four-year institutions because community colleges are the collegiate entry point for a large number of minorities. Virginia and West Virginia held statewide conferences to encourage campuses to focus and act on the minority retention problem. Studies of minority students' postsecondary needs are being conducted in Iowa, Minnesota, Missouri, and New Jersey. In all, a total of twenty-some states either adopted or considered initiatives focused on increasing the participation rate of minorities. Ultimately, the adequacy of these responses will be relatively easy to measure by observing minority participation and completion rates.

Other important state initiatives to promote minority recruitment and retention include targeted scholarships and financial aid programs—a major issue for low-income minority students (Nebraska, Pennsylvania, and Rhode Island); supporting urban demonstration programs and transition programs for high school students (Ohio) and early preparation programs (Maryland and North Carolina); and funding challenge or incentive grants to improve minority participation (Tennessee and West Virginia). For many years Tennessee has used incentive funding to encourage improved performance at state institutions. It is now being considered as a tool to promote the enrollment, retention, progression, and graduation of black students. Other higher education initiatives to attract minorities to the teaching profession are described in the chapter on teaching.

Access and financial aid are closely related issues, becoming more urgent as college costs rise. Governors, legislators, and state higher education agencies have responded to increasing college costs with new and expanded grants (New Mexico, Oklahoma, South Carolina, and Wisconsin), loan and work study programs (Idaho and Virginia), and tuition prepayment plans and state college savings plans (adopted by nearly half of the states—see page 44). General need-based

State Policy Overview

STATE TUITION PREPAYMENT AND COLLEGE SAVINGS PLANS


Prepayment Plan in Effect
Prepayment Plan Passed But Not in Effect
College Savings Plan in Effect
College Savings Plan Passed But Not in Effect
Prepayment Plan and College Savings Plan in Effect
None

SOURCE: Education Commission of the States survey, spring 1990

financial assistance has been substantially increased in Maryland and Pennsylvania. The Maine legislature adopted a gubernatorial proposal to restructure financial aid programs at the state level and to institute a one-stop delivery system of grants, loans, and outreach counseling for Maine students.

Policies that address the issue of college costs through a formal cost containment approach are still exceptional. The New Mexico legislature has requested institutions to develop tuition policies aimed at controlling costs for students. Pennsylvania is considering a proposal by the Governor to establish a $16 million fund from which each of the state's public colleges and universities would receive $100 per Pennsylvania student, provided the institution limits tuition increases to $100 or less.

Wholesale revision of higher education governance structure is underway in two states—Louisiana and West Virginia. Louisiana, under a court-appointed special master, will consider substantial changes in its higher education system. West Virginia's legislature approved a comprehensive reorganization of its governance system by abolishing the existing board of regents and replacing it with a University of West Virginia system and a second board that will govern the two- and four-year colleges. In addition Texas' merger of south Texas public institutions with either the University of Texas or Texas A & M is viewed as a move to enhance access since Hispanic enrollment is concentrated in south Texas colleges and universities. Nebraska is undertaking a comprehensive study of postsecondary governance and structure. New Jersey's comprehensive community college initiative also has implications for governance. Maryland is implementing last year's restructuring plans. In all, four states have addressed substantial restructuring of their higher education governance structure since NGA issued its first *Results in Education* report.

"Our colleges and universities must learn to practice the kind of fiscal discipline that we exercise to balance our budget and prevent tax increases . . . the kind of discipline which our families must live by to come up with the money to send their children to college."

Robert P. Casey
Governor of Pennsylvania

Finally, a few states are projecting future needs and wrestling with strategies to best meet them. For example, anticipating substantial enrollment increases, California is considering campus expansions and creating additional sites. Record growth in Nevada's higher education population influenced its higher education system's four-year plan. Minnesota and Oregon have completed studies of postsecondary needs in the Twin Cities and Portland, respectively, and will develop strategies to address unmet urban needs.

State Examples 1988-89

- The **IDAHO** state board of education adopted a policy on student outcomes assessment that will be fully implemented by 1993. Outcomes assessment will become part of the current program review process, and the method of assessing general education outcomes will be determined by each campus. Measures to determine students' proficiencies in their majors will be determined by individual departments. Campuses are encouraged to develop multiple forms of student and program assessment consistent with their role and mission. The Idaho legislature appropriated $269,000 for assessment purposes.

- The **INDIANA** Commission of Higher Education adopted a process for setting performance objectives for Indiana higher education involving state-level and specific campus performance objectives. The performance objectives are designed to help the state achieve its long-range goals for higher education. State-level performance objectives include: increasing minority participation; raising the number of programs and students served by interinstitutional and intrainstitutional agreements (articulation); improving effectiveness of remedial courses; increas-

"Tomorrow's workers won't be able to get by with average skills. Tomorrow's workers will have to possess superior skills in math and reading. Tomorrow's workers must continue learning to keep working."

Richard F. Celeste
Governor of Ohio

ing the number of buildings in satisfactory condition, and increasing assessment of student learning. Campuses have latitude within these five major categories, but each institution must set its own objectives—for example a 5 percent increase in minority retention—and report their plans to the higher education commission. Campus success in meeting these objectives will be measured in five years.

■ Among higher education initiatives completed by **NEW JERSEY** during the past year are a new financing formula for community colleges; release of a comprehensive policy paper on improving the quality of and access to undergraduate education; a review of general education that addresses the integration of gender scholarship, multicultural scholarship, and technological literacy into the curriculum; new strategies for increasing minority involvement in higher education; and continuing implementation of the College Outcomes Evaluation Program (COEP), including field testing of the assessment of general intellectual skills.

■ **RHODE ISLAND's** board of governors adopted a plan for minority enrollment improvement. The plan includes recommendations for an interinstitutional advisory committee; formation of institutional plans for improvement; and the expansion of minority scholarships and student services.

Unfinished Agenda

States reported a high degree of activity in state-level higher education initiatives this year. These initiatives focused both on increasing minority participation and on assessing student learning. Yet it remains to be seen if these activities work with or against one another to achieve the twin goals of American higher education—access and excellence. States need to consider making assessment programs part of larger state efforts to improve quality as well as access. In addition, states can demonstrate that their assessment efforts are serious attempts to improve student learning by addressing the funding issue and by acting to incorporate outcomes assessment measures into ongoing programs. These can include program review, planning, and budgeting, and even faculty reward structures. Encouraged and supported by the state higher education agency, collaborative strategies such as those of South Carolina and Virginia increase faculty involvement in assessment, make it more likely that faculty will buy into a state-mandated program, and encourage interdepartmental and interinstitutional discussion of basic issues of higher education. Such issues include what students should learn and know, what the goals of higher education should be, and how curriculum and instruction can best meet those goals.

Increasing minority enrollment will require additional effort. Many related issues must be addressed—articulation, the quality of two-year colleges, increased minority representation among faculty and administration, improved student services, a supportive campus climate, adequate financial aid (particularly need-based grants), and, perhaps most important, collaborative efforts with elementary and secondary schools to increase the number of students in the pipeline to higher education.

Governors are concerned about the increasing trend toward the use of loans versus grants in financial aid programs. This trend has implications for improving the access of low-income students to postsecondary education as well as the long-term indebtedness of college students. The federal

"The money we invest in higher education will be returned many times over in the coming years."

George S. Mickelson
Governor of South Dakota

government's role must continue to be one of ensuring the access of all students to a postsecondary education.

Cost containment cannot remain absent from state policymakers' higher education agenda for many more years. At some point states may want to consider comprehensive strategies to contain the cost of college for students and their parents.

Earlier this year NGA addressed another issue related to higher education through a series of reports, *America in Transition: The International Frontier*. The report of the Task Force on International Education stressed that an internationally literate citizenry is critical to the nation's economic and political future. The report recommended that states increase language and social studies requirements for admission to public colleges and universities; encourage public colleges and universities to require an international component in all majors; reward programs with an international emphasis; encourage the development of international exchange study programs; and help public postsecondary institutions share academic expertise in international education with school districts and the business community.

Financing School Improvement

"The cost of our education effort is high, but what we truly cannot afford is the alternative. Excellence is the key that will keep open the doors of opportunity for the generations to come – and excellence is what we will continue to seek."

William A. O'Neill
Governor of Connecticut

Public education is a large financial enterprise. In 1987-88, the latest year for which state-by-state data are available, public elementary and secondary schools spent in excess of $156 billion on current operations. Nationally, this amounts to roughly $4,200 per pupil; approximately half comes from state sources and most of the remainder comes from local revenues. In constant dollars, education revenues per pupil grew by 22 percent between 1982 and 1987 (see table on page 50). In fact, according to a recent analysis of National Education Association data, during this same period state education revenues grew by almost 25 percent and the growth in per pupil expenditures exceeded the rate of inflation by at least 15 percent in more than a quarter of the states. Forty-five of the forty-nine states for which data are available from the National Center for Education Statistics reported constant dollar increases during this period.

A New Round of Reform in School Finance

The recent escalation in finance litigation, the upsurge in task forces and study commissions, and the increase in legislative activity provide mounting evidence of a new round of school finance reform. The last eighteen months have been witness to as much debate, study, and policymaking in school finance as at any time during the 1970s, a period viewed by many as the era of school finance reform.

The relatively high level of litigation in school finance is, perhaps, most striking. During the past two years, courts have been called upon to decide the constitutionality of state school funding systems in Montana, New Jersey, Texas, and, most recently, Kentucky. In the summer of 1989 suits contesting school funding provisions were filed in North Dakota and Oregon. The suit in Oregon came on the heels of voters' rejection of a constitutional amendment to give permanent taxing authority to the state's school districts. The Texas case is being heard by the state supreme court, and New Jersey's supreme court will hear arguments in the fall of 1989 on a long-standing suit relating to the state's school finance system.

The recent Kentucky decision is the most far-reaching in that it effectively calls into question the entire public education system of the state, not just the financing system. Finding that the Kentucky school system is inefficient and unequal, Chief Justice Robert Stephens ruled that "the statutory system as a whole" is unconstitutional. The Governor and legislature will be working together to reconstruct Kentucky's educational system.

In response to a state supreme court decision, Montana developed a finance reform plan that earmarks an additional $50 million to school districts that have below-average tax bases and that caps revenue growth in wealthy districts to equalize funds. The plan increases the state's share of local school costs from 56 percent to an estimated 82.5 percent. A 5 percent education surcharge on individual and corporate income taxes, an increase in the coal severance tax, and dedicated lottery proceeds are proposed to help fund the new plan.

Major structural change in school funding mechanisms has come slowly and, so far, in only a handful of states. A year ago Colorado overhauled its school finance system – allocating revenues to groups of districts based on size, location, and expenditure patterns. This year, Iowa updated and streamlined its finance system; by 1991, the state will increase its per pupil guarantee and implement a new method of adjusting for enrollment decline. Study commissions are at various stages in completing their work in Nebraska, Texas, and Wyoming. States such as Michigan and Oregon have recently completed lengthy reviews of their finance systems.

In 1988-89 several state legislatures debated specific school finance bills. In Washington, the Governor and legislature appropriated over $960 million more than in the current biennium for precollegiate education (a 20 percent increase). In Colorado, Michigan, and Ohio, the Governor and legislature agreed to substantially increase funds for education. However, Arkansas and Louisiana failed to secure sufficient support from legislators and voters for tax measures that would generate additional education funds. Louisiana voters rejected a proposed consitutional amendment that would have allowed local school boards to levy taxes and lowered the current property tax exemption (now $75,000 or less). The Arkansas legislature failed to adopt a tax reform measure that would have paved the way for a referendum on a sales tax increase, effectively blocking increased funding for Arkansas schools.

In the fall of 1988, California voters approved Proposition 98. The measure guarantees that state school and (K-14) will not fall below the previous year's budget, adjusted for inflation and enrollment, and the percentage of the general fund allocated to education in 1986-87. In addition, the state is required to spend part of any surplus on schools and community colleges. Needless to say, Proposition 98 has received a mixed reception as higher education and noneducation agencies feel threatened by the guaranteed funding status of public education.

The finance issues being examined in most states are strikingly similar. One concern in virtually all states is the role that property taxes play in the support of public schools. Increasing school revenues through the local property tax is increasingly problematic, particularly in areas with agriculture- and energy-based economies. For example, Oklahoma's economic well-being and property tax base depend heavily on the energy and agriculture industries, both of which have suffered losses during the past few years. To address this problem, in August of 1989 the Governor of Oklahoma called a special legislative session to ask legislators to eliminate the local property tax as the basis for financing Oklahoma schools.

Identifying the costs of new programs and standards related to state education reform initiatives has been another common concern among the states investigating school finance. State policymakers are attempting to define the proper balance of support between state and local revenues. On one hand, there is a desire to encourage local initiative and fiscal support for education. On the other hand, there is a real fear that leaving the degree of local funding entirely a matter of local discretion creates unacceptable differences in spending among school districts.

Emerging Issues: Education Reform and School Finance

Education reform in the late 1970s and early 1980s focused primarily on raising standards for students (increased graduation requirements and testing); personnel (testing teachers at entry into and exit from teacher preparation programs); districts; and schools (accreditation standards and lower class size). At that time, the new players in education reform—business, Governors, and legislators—readily backed increased funding for education in exchange for the raised standards, based on an expectation of improved academic achievement.

In the next round of reforms, following *Time for Results* and beyond, new education monies will not necessarily follow reform initiatives. Economic growth is not assured, and other policy areas—corrections, health care, highways, and welfare—are in keen competition with education for new dollars. California's Proposition 98 may be the exception rather than the rule. In addition, reforms aimed at restructur-

Percentage School Revenue Changes 1982-87

		Total Nominal Revenue Per Pupil 1987	Total Nominal Revenue Per Pupil (in 1987 dollars) 1982	Real Percentage Change 1982-87
NEW ENGLAND	Connecticut	$5,559	$3,529	58%
	Maine	3,683	2,750	34
	Massachusetts	4,920	3,804	29
	New Hampshire	3,952	2,814	40
	Rhode Island	4,699	3,438	37
	Vermont	4,212	3,270	29
MID-ATLANTIC	Delaware	4,548	3,981	14
	Maryland	4,770	3,475	37
	New Jersey	5,953	4,579	30
	New York	6,042	4,670	29
	Pennsylvania	4,933	3,770	31
MIDWEST	Illinois	3,301	2,907	14
	Indiana	3,686	2,923	26
	Michigan	4,306	3,497	23
	Minnesota	4,362	3,684	18
	Ohio	3,509	2,857	24
	Wisconsin	4,302	3,496	23
WEST NORTH CENTRAL	Iowa	3,856	3,391	13
	Kansas	4,042	3,530	15
	Missouri	3,434	2,665	29
	Nebraska	3,764	3,269	15
	North Dakota	3,553	3,851	-7
	South Dakota	3,328	3,066	9
EAST SOUTH CENTRAL	Alabama	2,822	2,328	21
	Kentucky	2,577	2,129	21
	Mississippi	2,158	2,022	7
	Tennessee	2,523	2,011	25
SOUTH ATLANTIC	Florida	$4,113	$3,302	25%
	Georgia	3,382	2,579	31
	North Carolina	3,201	2,381	34
	South Carolina	3,250	2,025	61
	Virginia*			
	West Virginia	3,518	2,743	28
WEST SOUTH CENTRAL	Arkansas	2,541	2,123	20
	Louisiana	3,039	3,094	-2
	Oklahoma	2,913	3,205	-9
	Texas	3,708	2,774	34
MOUNTAIN	Arizona	3,941	2,736	44
	Colorado	4,290	3,811	13
	Idaho	2,613	2,427	8
	Montana	4,128	3,740	10
	Nevada	3,695	2,647	40
	New Mexico	3,576	3,561	0
	Utah	2,773	2,658	4
	Wyoming	6,034	5,184	16
PACIFIC	Alaska	6,772	6,813	-1
	California	3,935	3,114	26
	Hawaii	3,601	3,142	15
	Oregon	4,148	3,671	13
	Washington	4,095	3,674	11
AVERAGE		3,919	3,246	22

* Data not available.

NOTE: All data in 1987 dollars conversion based on GNP.

SOURCE: U.S. Department of Education, National Center for Education Statistics, Common Core of Data survey, special tabulation.

"Progress in education means constantly increasing quality in education. Without quality in education, we are taking false and foolish hope in budget numbers that symbolize commitment but that translate into mediocrity."

William P. Clements Jr.
Governor of Texas

ing the system as compared with those directed toward raising standards are far more complex; restructuring may be more difficult to sell to the public for lack of a simple connection between increased funding and improved educational achievement. For these reasons, in some states it may not be possible to go "back to the well" for additional new money.

Nonetheless, state and local policymakers understand the critical need for restructuring and are working to encourage a myriad of restructuring plans, relying largely on small incentive grants and flexible regulations. Deregulation raises questions such as: Who should be granted flexibility (e.g., waivers)—districts achieving the greatest success under the current regulations or districts where success has been especially difficult given the current regulatory environment? Does giving districts greater autonomy exacerbate inequities among districts? The approaches taken by states to promote school effectiveness and accountability illustrate the complexities associated with simultaneously meeting equity and productivity goals. Are fiscal incentives/rewards for specific actions or behaviors best allocated through, or outside, regular school finance formulas? Should states consider local fiscal capacity when distributing these rewards?

Still, states are continuing to target education funding on one or more specific objectives such as raising beginning teacher salaries, reducing class size, and lengthening the school day. For example, in the fall of 1989 Michigan voters will decide on an education reform package that includes a half-cent sales tax. The estimated $400 million in new revenue will be targeted to increased curriculum reform in mathematics and science, to increased technology expenditures, to enhanced restructuring programs, to training teachers in technology and restructuring, and to a student improvement fund, which is linked to accountability.

Moreover, a new trend has emerged in which states are looking beyond school finance reform to emphasize student outcomes and governance issues as they address financing questions. In the case of Kentucky, the supreme court decision requires the Governor and legislature to link finance reform to a broader education reform agenda that includes school governance, program adequacy, and student achievement.

Improving State Fiscal Databases in Education

Understanding the relationship between education reform and school finance will require different types of data than have been used in the past in order to develop resource allocation formulas. States will need better internal data to compare schools and districts within their boundaries. There is a definite need for more fine-grained data on how resources are allocated and utilized at the local level. But that information alone is insufficient. For example, states with large urban or large rural areas need to be able to make both intrastate and interstate comparisons. Quality, regularly collected financial data are essential to understanding how reform has affected the level of state and local support for education, what that support is buying, and how patterns of revenue and expenditure vary within and among states and over time.

For years, the National Center for Education Statistics (NCES) and the National Education Association (NEA) have conducted annual surveys of state administrative records systems to gather basic information on state revenues and expenditures. More recently, the American Federation of Teachers (AFT) also has been collecting such information. For example, AFT has collected data on beginning salaries for the last three years. NEA and AFT have done yeoman's service by

"We must continue to expand our return from the investment of our education dollar. We must measure that return against our mission, cognizant of the direction that the world in which we must compete is taking us."

Michael Sullivan
Governor of Wyoming

systematically collecting this critical information that has been used by many. Yet, by definition, organizations such as NEA and AFT have selective interests and are not the most appropriate source of data for state policymakers. Instead, Governors may want to support education data collection by the federal government as long as states participate in the articulation and implementation of that system.

Common definitions must be agreed upon for standards to be fair and for meaningful comparisons to be made. Current national reports aggregate financial information (such as total operating expenditures) by state. Beginning in 1990 NCES will ask states to report more detailed financial data on education in their annual Common Core of Data Survey. Accompanying this request will be increases in technical and financial assistance through the National Cooperative Education Statistics System (NCESS) so that state data definitions and reports to the NCES are more consistent with a single national standard. NCES's effort includes developing "crosswalks"—individually tailored instructions for each state on how to convert the financial information that they currently collect about schooling into the standard format requested by NCES. By employing crosswalks, states can maintain their own unique reporting systems while still providing data that can be compared reliably across states.

As levels of school funding increase and states' educational goals become more complex, achieving the twin objectives of fiscal equity and academic excellence will be difficult. By increasing support, providing assistance, and measuring student achievement, states can improve the quality of educational opportunities available to all students.

Percent Change in Average Classroom Teacher Salary 1981-86

		Adjusted 1981–82	Real 1986–87	Percent Change
NEW ENGLAND	Connecticut	$22,122	$28,902	31%
	Maine	17,673	21,257	20
	Massachusetts	21,981	28,410	29
	New Hampshire	17,200	21,869	27
	Rhode Island	25,341	31,079	23
	Vermont	17,217	21,835	27
MID-ATLANTIC	Delaware	22,569	27,467	22
	Maryland	24,710	28,893	17
	New Jersey	23,295	28,718	23
	New York	27,421	32,000	17
	Pennsylvania	22,794	27,422	20
MIDWEST	Illinois	24,593	28,238	15
	Indiana	21,788	25,581	17
	Michigan	26,151	31,500	20
	Minnesota	23,291	28,340	22
	Ohio	21,704	26,288	21
	Wisconsin	22,683	27,815	23
WEST NORTH CENTRAL	Iowa	21,047	22,615	7
	Kansas	19,553	23,459	20
	Missouri	19,203	23,435	22
	Nebraska	19,387	21,834	13
	North Dakota	20,693	21,284	3
	South Dakota	17,219	18,781	9
EAST SOUTH CENTRAL	Alabama	18,252	23,200	27
	Kentucky	20,229	22,476	11
	Mississippi	16,538	19,447	18
	Tennessee	19,053	22,627	19
SOUTH ATLANTIC	Florida	$19,633	$23,855	21%
	Georgia	19,145	24,200	26
	North Carolina	19,828	23,879	20
	South Carolina	17,749	23,201	31
	Virginia	19,899	25,039	26
	West Virginia	20,041	21,446	7
WEST SOUTH CENTRAL	Arkansas	16,972	19,904	17
	Louisiana	21,645	21,196	-2
	Oklahoma	18,966	21,468	13
	Texas	20,571	24,903	21
MOUNTAIN	Arizona	22,477	25,972	16
	Colorado	22,905	27,587	20
	Idaho	19,189	21,480	12
	Montana	20,791	23,206	12
	Nevada	23,523	26,960	15
	New Mexico	21,867	23,850	9
	Utah	21,814	23,035	9
	Wyoming	24,861	28,103	13
PACIFIC	Alaska	37,351	39,769	6
	California	26,623	31,219	17
	Hawaii	26,374	26,815	2
	Oregon	23,757	26,690	12
	Washington	26,856	27,285	2
	U.S. TOTAL	$22,712	$26,584	17%

Source: National Education Association, Rankings of the States 1988.

NOTES: All values in 1987 dollars. Conversion based on GNP.

Highlights of State Education Policies: 1988–89

States want to know what others states are doing to reform education policies and programs. The following table presents the highlights of education policies and practices that have been adopted or are being implemented in 1988-89. Initiatives that are in the proposal stage and under consideration also are included. These are displayed in italics and are coded according to which official or agency is considering the initiative. States are grouped by region so that policymakers can readily see what the states in their area are doing.

The information in the table is based on a survey of the fifty states in the spring of 1989, completed by Governors' offices, with assistance from state departments of education and state higher education agencies. The survey asked states to update the status of activities reported last year as well as to report on new and proposed programs.

The initial volume of *Results in Education* (1987) established a baseline for existing policies and programs in the states. Many of the programs reported in the highlights table had been in place at the state level for several years. This year's highlights table is confined to 1988-89.

States are at very different stages of policymaking. Some are adding to or revising existing programs, learning from past lessons and responding to new demands, while others are venturing into new policy areas. Still other states that show little activity on the highlights table may be states with strong traditions of local control; in keeping with this tradition, the state role in education continues to be limited.

This year a new category has been added on school organization and accountability. In prior years, initiatives in these areas were reported under the heading of leadership and management.

The policy highlights presented in this section are not representative of all major education reforms in the states. Instead, they emphasize action taken on the major recommendations in *Time for Results* and in other NGA education reports, which are listed below.

School Organization/Accountability
- Establish new accountability systems including rewards and sanctions for student performance
- Restructure school and district organization

School Leadership
- Revise preparation, licensure, and professional development for administrators
- Evaluate and reward administrators

Teaching
- Develop teacher recruitment and retention strategies
- Strengthen teacher preparation
- Revise teacher licensure
- Improve professional development programs
- Establish new teacher roles

Parent Involvement and Choice
- Train teachers in involving parents
- Assist LEAs with parent programs
- Provide parenting information to parents of preschoolers
- Allow school choice

Readiness
- Offer programs for at-risk preschoolers
- Develop early warning systems
- Create alternative programs for potential dropouts
- Initiate state help for at-risk K-12 students
- Coordinate services for at-risk youth

Technology
- Encourage technology plans
- Train teachers in the use of technology
- Stimulate technology research and development
- Help districts gain access to technology
- Use technology as a tool to restructure schools
- Establish distance learning capabilities

School Facilities
- Expand school use
- Inventory school facilities and maintenance needs

College Quality
- Define and document institutional role and mission
- Assess student performance
- Improve the quality of undergraduate education
- Improve access to higher education
- Control college costs

Highlights of State Education Policies 1988–89

NEW ENGLAND	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Connecticut	Interdistrict grant program: integration efforts Developed options to promote integrated education Creating commission to study voluntary integration proposals	Established principals academy	Participating in regional credential initiative Fully implementing new licensure standards Collaborating with other states on development of beginning teacher assessments	Soliciting public comments on choice options *Magnet schools, interdistrict choice to promote integration* (B)
Maine	Issued school report cards Secondary student performance incentive grants *Expand restructuring schools grants* (L) *SEA division for school technical assistance* (L)	Adopted new licensure regulations and developed regional support systems *Fund grants for pursuing advanced degrees* (L)	Participating in regional credential initiative Establishing collaborative support models, including peer coaching and mentoring Revising preparation program approval standards Financial support for pursuing advanced degrees	Developing and disseminating parent education programs Expanded parenting education for teen parents
Massachusetts	*Expand restructuring schools pilot program* (L)	Initiated task force review of preparation and licensure; preliminary recommendations include competency-based requirements, peer review board	Participating in regional credential initiative Developing guidelines for mentor teachers Created teacher recruitment agency *Liberal arts/science major for provisional license, master's for full license* (L)	Awarded planning grant to expand magnet school *Training school administrators in parent involvement methods* (G) *Inter- and intradistrict choice* (L)
New Hampshire	Supporting restructuring through school improvement program Provided grants and training to school teams in instructional effectiveness and diversity	Funded training projects for school leaders	Participating in regional credential initiative Retraining in academic subjects and support areas Provided grants and training to school teams in instructional effectiveness and diversity *Enhance elem. math/science teacher skills* (L)	*School/business partnership program, including parental involvement component* (G,L)
Rhode Island	School-based management pilot program Initiated restructuring pilot project (RI: Learning)	Enacted leadership training for administrators/school board members	Participating in regional credential initiative Strengthening licensure standards for special education New teacher education program standards *Mentoring, performance-based assessment* (D)	Implementing pilot parent education program, ages 0-3 years
Vermont	Developing school challenge grants for restructuring to improve performance	Established task force to consider internships Relicense administrators based on approved individual professional development plans	Participating in regional credential initiative Adopted new licensure standards, including teacher majority standards board *Results oriented teacher education approval system* (O)	Funded network of parent-child centers Expanded parenting skills training program *High school seniors postsecondary option* (L) *Model program encouraging employers to provide time for employee involvement in schools* (G,L,C)

Key: Policies under consideration appear in italics. The letters in parentheses represent the government official(s) or agency that is considering the policy. G = Governor, L = legislature, B = state board of education, H = higher education board, D = state department of education, T = task force, commission, advisory body, etc., C = chief state school officer, O = other.

	Readiness	Education Technology	School Facilities	College Quality
Connecticut	Awarded dropout prevention grants to 25 high need districts Supporting school-based prevention services for at-risk youth grades K-3			Adopted guidelines for institutional assessment Five-year assessment strategies to be developed by campuses in 1990; assessment areas to include general education, major field, basic skills, retention, student development
Maine	Coordinated pilot preschool program to facilitate public school transition Early intervention preschool services for at-risk and handicapped School incentive grants for at-risk programs	Adopted and implementing five-year distance learning plan in high schools	Encourage space for community use of schools *Change approval procedures for school construction funds, increase state share of up-front costs* (L) *Reduce number of leased portables* (B)	Establish agency to administer a comprehensive financial aid system Increase student higher education grants at all institutions, both in and out of state
Massachusetts	Created special legislative commission on early childhood programs, from birth through age 8 *Grants to school districts for outreach to parents of at-risk youth* (L)	*Expand training grants* (L) *Comprehensive computer-based technology teacher training* (L)	Beginning statewide inventory of school facilities	Reviewing undergraduate education with particular emphasis on admissions and curriculum *Examine articulation agreements and improve access between two- and four-year institutions* (DH)
New Hampshire	Teacher workshops in reading and writing Funded literacy demonstration projects Implemented interagency school-to-work transition projects for at-risk youth *Training "reading recovery" teacher leaders* (L)	Funded distance learning models *Develop and evaluate model TV curricula and transmission capability* (G,L) *Technology proposal: teacher training, technical assistance, support, evaluate local plans* (G,L)	Conducted and reported survey of age and condition of school buildings across state Conducted workshops on technology and facilities, long-range planning, funding options *Change facilities funding to up-front aid* (L)	Inventory of campus assessment programs Developing program to recruit in-state students Developing program to evaluate program quality Reassessing program offerings across institutions *Develop new degree programs* (H)
Rhode Island	Piloting kindergarten at-risk identification Expanded supplementary services for the educationally disadvantaged Developing model curricula for pre-kindergarten and kindergarten	Established and implementing technology center Trained 25 science teachers in telelnstruction Surveyed other states' technology initiatives Examining statewide communication network *Link public TV/library/higher ed resources* (L)	Undertaking study of options for systematic assessment of school building conditions, repair	Adopted new plan for minority enrollment improvement recommending interinstitutional advisory committee, development of institutional plans, expanded scholarships and services
Vermont	Increasing state aid to high poverty districts Expanded access to parent-child centers Expanded grants to community-based programs for preschool at-risk youth Dropout task force developing recommendations	Funding to add and expand sites to statewide network for interactive instructional TV Updating technology study report *Statewide classroom-based computer network* (L)	Expanded funding for after-school care programs Revising state standards for school buildings through interagency effort *Promote community use of school buildings* (G)	Adopted guidelines for graduate programs Adopted revised program review standards, includes student outcomes information Created commission to examine higher education including learner outcomes and college quality

Highlights of State Education Policies 1988–89

MID ATLANTIC	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Delaware	Initiated restructuring pilot project (BE, Learning)	Administrator evaluation pilot in second year Initiated principal-of-the-year program Expanded principals academy programs	Expanded effective teaching training for new staff Implemented performance appraisal system; conducting impact study on instruction *Incorporate thinking skills into instruction* (D)	*Parent involvement options* (G,D)
Maryland	*Reward sanction schools on the basis of student performance; restructure schools* (L)	*Recommendations on principal preparation and licensure* (TB)	Planned strategies to recruit and retain minority teachers *Identify experienced teachers' professional growth needs* (D)	Expanded parent involvement efforts for hard-to-reach parents Adopted parent involvement plan Expanding and coordinating intra-agency parent involvement efforts
New Jersey	Planning and developing school report cards Excellence grants, assistance to urban schools Ongoing help/cooperative relationships pilots Initiated state takeover procedures in a district	Implementing new principal licensure standards Sponsoring residential staff development program for principals Conducting seminars on urban school leadership Fellowships for minority administrators	Awarded minority teaching fellowships Workshops and recruitment for urban teachers Teacher exchange agreement with China Recruiting teachers at selective U.S. colleges *Provisional license for all first-year teachers* (B)	Funded expanded home/school partnership programs Pilot intradistrict choice Pilot interdistrict choice for dropouts to begin 1991 Pilot limited postsecondary option to begin 1991
New York	*Accountability program, including annual reporting standards, building education plans, exemplary schools, review procedures* (B)	Continuing school improvement institutes *Professional standards board for administration* (L)	Participating in interstate credential initiative Adopted strengthened licensure requirements *Establish professional standards board for teachers* (L)	Established division of parent education Established family resource centers in schools Implemented parent workshops, training Disseminating parent involvement information *Parent choice when state closes failed school* (B)
Pennsylvania	Awarded cash incentives to improving schools required all staff to plan how to use the award Expanded student tests to assess higher-order skills *Regulation waivers for school restructuring* (D)	Expanded principals academy training *Effectiveness training for school boards* (D)	Awarded lead teacher grants Adopted $18,500 minimum starting salary Adopted loan forgiveness in rural/urban schools Implemented passing scores on licensure tests *$2,000 minimum salary for permanent license* (L)	Created office of family, community involvement Incentive program requires family involvement *Train directors in effective parent outreach* (D) *Comprehensive parent/school involvement bill includes home visitation, communication* (D)

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	Readiness	Education Technology	School Facilities	College Quality
Delaware	Implementing model preschool program Creating interagency service coordinator position for young children Identifying homeless children *Funding for exemplary at-risk programs* (L)	Implemented computer-based writing pilot Established computer teacher licensure standards Began instructional comp. planning needs study Established statewide plan and consortium on administrative computing	Studying capacity for full-day kindergarten Approved one-time grants to districts to provide K-6 latchkey programs Approved one-time grants for year-round child care in schools	
Maryland	Expanded school-business-community partnership for dropout prevention Expanded pilot project to coordinate state agency services for at-risk youth	Implemented statewide electronic bulletin board LEA grants to adjust software to local curriculum Assisted pilot two-way interactive TV classrooms Provided quarterly technology inservice programs Statewide teleconference on tech. innovations	Approved additional state funds for public school construction Train districts for indoor air quality investigation and inspection Studying indoor air quality	Mission statements must include specific goals, methods to achieve goals, resource allocation Substantially increased need-based student aid Grants to involve postsecondary in college prep *Performance- and mission-based funding* (H)
New Jersey	Expanded school-to-work transition program Developing eighth grade "early warning" proficiency exam Pilot urban pre-K program for 3- and 4-year-olds *School-based community service hrs. electives* (D)	Joined satellite consortium and implementing distance learning teacher training project Involved in interstate consortium, teachers evaluate educational software	*Targeted aid for construction and remodeling to be placed on current year funding basis* (L) *State-administered revolving loan program with low-interest loans for districts with severe facilities needs* (G,L)	Pilot-tested general intellectual skills test Continuing student retention grants program Undergraduate improvement minority access Statewide institute for collegiate teaching New fiscal, governance, ed policies, two-year colleges
New York	Developing interagency pre-K child care initiative Adopted parent ed program for teen parents Initiated program to reduce dropouts Expanded funding for at risk pre-K services *Multiservice family child center* (D)	Planning underway to assist districts to integrate technology into instruction Develop data system to identify students in need *Distance learning task force* (L) *Community school sites technology program* (L)	Implementing capital assets preservation program Creating district program to monitor facilities *School occupancy certificates, N.Y. City* (L) *Require annual fire inspection in all districts* (L) *Review facilities program and health standards* (B)	
Pennsylvania	Expanded dropout prevention program Funded model child care programs Expanded teacher training program to link students families with community agencies *State funding for Head Start* (G,L)	Participating in Star schools program *Restructuring relations between public TV stations schools state- ensuring equal access to disadvantaged, providing teacher technology training* (D)	Awarding grants for before- and after-school model programs on school site or at workplace *Authorize or require districts to open facilities for community and agency use* (D)	Increased state aid grants to low-income students *Further increases in grants to needy students* (L) *College cost containment, incentives for limiting tuition at public colleges and universities* (L) *School-university partnerships* (L)

Highlights of State Education Policies 1988–89

MIDWEST	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Illinois	Restructured governance-management in Chicago Initiated restructuring pilot project (RE: Learning) Initiated restructuring for at-risk students	Registry and directory for minority and female administrators	Requiring institutions to develop and operate minority teacher recruitment plans Continuing pilots for clinical schools	Allow parent training pilot programs Requiring local school councils (predominantly parents) in Chicago Studying choice options and incentives *Voucher for public or private school of choice* (L)
Indiana	Selected criteria for granting performance-based awards to schools Adopted school report cards Approved grants program for school innovation Home rule provision for school districts		Computerized teacher referral system now available Abolished continuing education units program Implemented beginning teacher internships Study creation of professional standards board Early retirement options for teachers over 55	Parent involvement programs included as category for innovative grants
Michigan	Reward schools for performance Finance reform: includes school improvement core curriculum accreditation quality issues Restructuring network	Developing standards for preparation programs	Education extension service Created new professional standards board Implemented quality standards in teacher ed *Alternate route* (L) *Mentoring teacher empowerment* (G)	Implementing teaching standards for parent involvement training *Intradistrict choice options* (G,L)
Minnesota	Funding incentive for district cooperation Approved state management information system policy study Restructure education around learner outcomes State funding for Indian tribal schools		Designing beginning teacher skills assessment Implement career teacher role expansion Expand teacher mentorship programs Financial incentives to increase minority teacher cadre	Implementing K-12 enrollment choice Allow at-risk students to attend private, nonsectarian schools under public contract Expand at-risk pre-kindergarten parent education program
Ohio	Statewide management information system Set standards to identify excellent/deficient schools and districts for waivers/intervention Waivers of statutes and rules for pilot sites Performance-based awards for schools	*Establish leadership academies on management* (L) *New middle school principal licensure standards* (B)	Alternate route to certification Fund pilot mentoring programs for new teachers *New licensure standards for middle grades* (B)	Statewide parent training network Funds for parenting education Postsecondary enrollment option Inter- and intradistrict enrollment options; districts must have policies by 1993
Wisconsin		*Train administrative coaches to promote effective instructional leadership* (C) *Recommendations for licensure revision* (C)	Revised licensure for early childhood Developed licence standards for off-campus credits *Merit pay incentive grants* (G) *Teacher recognition program* (G)	Expand parent involvement for at-risk *Interdistrict choice options* (G,L) *Private school choice, Milwaukee low-income* (G) *Parent involvement center; grants* (G,D) *Postsecondary enrollment option* (G)

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	Readiness	Education Technology	School Facilities	College Quality
Illinois	Expanded funding for at-risk 3- and 4-year-olds Piloting "reading recovery" program for at-risk first graders *Establish preschool research, training, and demonstration program* (L)	Implemented distance learning in rural schools Conference to encourage district technology plans *Expand use of technology in higher ed* (G) *Create center on educational technology* (G) *Fund more distance learning programs* (G)	Designing safety compliance reporting system *Require sprinklers in new construction* (L) *Expand authority of state fire marshal over schools* (L)	Reporting feedback to h/s on freshman achievement Expanded college savings and scholarships Reported on status of minorities in higher ed Monitor report student progress, completion data *Examine productivity of higher education* (G,H)
Indiana	Earmarked portion of at-risk monies for preschool Pilot readiness test for kindergarten to grade 2 Convening task force on counseling and support service coordination	Expanded technology preparation pilot Plan to expand home computer program; fund with business/education partnership	Require districts to develop policy, by 1998, on use of buildings for latchkey programs Require state board to consider community interest and impact in facilities decisions	Completed major retention and completion study Require campuses to develop value-added assessment plans, goals on measurable objectives Funded math merit scholarships Articulation policy between 2-yr/4-yr. colleges
Michigan	Implementing state-funded preschool initiative Developing employability skills test Piloting dropout prevention programs *Developing K entry placement policy* (B) *Rewards to districts reducing dropout rates* (G,L)	Coordinating statewide telecommunications policy Completed inventory of telecommunications Technology centers coordinate/provide training Bonding to increase computers/technology in classroom	Adopted state guarantees for local asbestos removal bonds Challenge grants to develop math/science center	Enrolling families in tuition futures program Teaching excellence fund to reward faculty *Create foundation to guarantee college for needy students, private match* (G,L) *Diploma warranty incentives for 2-yr. colleges* (L)
Minnesota	Financial incentives to reduce primary class size Expand area learning centers; dropout prevention Schools must provide youth service opportunities Funding for students not meeting learner outcomes Increased funds for early childhood screening	Expand number of districts funded for two-way TV Use technology to restructure pilot schools Study to implement statewide school and government agency network	Funding for hazardous substance removal Increased district participation in extended day and year-round at-risk programs Financial incentives for districts to share high school construction	Develop proposals to meet Twin Cities undergraduate and graduate needs Implement pilot outcomes assessment projects Study postsecondary needs of rural residents
Ohio	State funds for Head Start and public school preschool Mandate kindergarten attendance; health screening Pilot funding for third grade mastery program Credit adult life experiences toward diploma	Fund integration of technology and curriculum development in school districts, colleges, and universities; classroom of the future project	Fund inventory of school buildings statewide Low-cost loans for districts unable to afford capital improvements Funding for asbestos removal	Released master plan; emphasis on access, quality Designed project to link h/s/college faculty Funds for 10 pilots to encourage community collaboration to expand college participation Funds for aerospace institute project with NASA
Wisconsin	Developed new high school equivalency diploma Raised passing scores for GED Expansion of children at risk program Grants for early childhood education and care *Grants to link schools and social services* (G)	Grants to LEAs to implement instructional telecommunications projects Funds to acquire workstations to enhance computer access in university system	Eliminate "grandparent" life safety exemptions Interagency inspection of pre-1940 buildings Limit local bond referendum requirement Increase aidable debt service Require LEAs' annual school maintenance schedule	Adopted plan to increase minority participation Require placement and remediation for freshmen Strategic planning for academic business programs Award scholarships to state's top students

Highlights of State Education Policies 1988–89

WEST NORTH CENTRAL	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Iowa	Implementing new accreditation procedures *Developing condition of education report* (G,B)	Expanded projects to recruit women and minorities into administration Funding for staff development initiative	Established autonomous licensure board with practitioner majority Increased funding for performance-based pay Expanded cooperating teacher programs	Enacted K-12 interdistrict school choice: four-year enrollment period, assist parents with transportation costs, ensure racial balance, athletic restrictions
Kansas	Funded pilot sites to develop site-based management programs *Outcomes-based accreditation* (B,ED) *Create task force on education indicators* (D)		Established committee to consider future issues Promoting local future educator associations	Established program for preschool parenting information *Choice options* (G,O)
Missouri	*Restructuring schools program* (L)	Leadership academy implementing assessment center for building and district administrators	Adopted minority teacher education scholarships Implementing approval standards for teacher ed Continued expansion of career ladder program Required mentors for beginning teachers *Alternate route for secondary teachers* (B)	Expanded preschool parent education program Targeted funds for hard-to-reach families Department of education launching new family involvement effort *Interdistrict choice options* (L)
Nebraska	Adopting performance-based accreditation Undertaking accountability system study	Require preservice training in special education, human relations	Require preservice training in special education and human relations Increase state aid for raising salaries	Enacted K-12 interdistrict school choice: phase-in by 1993-94, one-time transfer option
North Dakota	Funded 10-district consortium to restructure school district boundaries	*Recommendations for a professional development model* (L)	Implementing program approval and licensure standards Developed staff development model for veteran teachers	
South Dakota	Initiated effective schools program in under-achieving schools		Established voluntary mentor teacher program Increased state funds for local salaries and benefits Established superior teacher awards, awardees will teach college class on effective teaching	

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	Readiness	Education Technology	School Facilities	College Quality
Iowa	Earmarked funding for at-risk and early childhood Developing service standards, instructional materials, and technical assistance program for pre-kindergarten through grade 4 Require local review of year-round child care needs	Implementing statewide interactive telecommunications project Funding to develop administrative technology plan Funding study of educational technology use Funding for ed technology pilots and studies	Assessing community needs for before- and after-school care and summer care	Continuing study of undergraduate quality Continuing comprehensive study of higher ed Released initial reports on organization external audit Study postsecondary needs of minority students
Kansas	Adopted special grants program including funding for at-risk initiatives Established at-risk task force, to make recommendations to state board	*Funds for interactive TV instruction* (C,L) *Propose regulations for distance learning* (B)	Promoting community use of schools	Approved institutions' assessment plans, include basic skills, general ed, major field assessment Revised role, mission, voc ed in 2-year colleges Held academic competition among community colleges *Raise admissions standards* (L)
Missouri	Expanded parents as teachers program for at-risk preschoolers Expanded pilot programs for at-risk remediation, added summer staff institute	Funding distance learning development Use tax on rental videos earmarked to purchase distance learning equipment for K-12, higher ed *Tax cable TV subscriptions to support distance learning and other video technology* (L)	*Task force to review school facility problems statewide* (C)	Examining undergrad curriculum-instruction Developing program to report indicators of higher education's effectiveness to the public *Strategies for increased minority achievement and participation in higher education* (T)
Nebraska	Adopted high school math readiness exam *Early childhood training support center* (L) *Early childhood programs* (L)	Created state education software resource library Funds for distance learning and course sharing Developed software through business partnership Replace telecommunications system with satellite *Non-certified teachers in distance classes* (G)	Expanded local authority over removal of hazardous substances, extended special levy authority Increasing local financing options for removal of asbestos and other hazardous substances	Comprehensive study of postsecondary governance and structure Coordinating role, mission, program Create university minority scholarship program
North Dakota	Established interagency coordinating committee for at-risk youth	Established education telecommunications council Developed state technology plan Funding for education technology grants and technical assistance	Authorized four-day school week Required long-term need justification for state superintendent's approval of new facilities	Undertaking study to identify best predictors of student performance to develop admissions standards
South Dakota	Governor challenged schools to reduce dropouts by 25 percent Expanded interagency coordination for at-risk youth issues	Studying statewide telecommunications needs Joined satellite consortium to increase satellite curriculum offerings Developed and offering satellite repair course *Study distance learning to expand curricula* (C)	Authorized before- and after-school day care Authorized day care program for students' children Undertaking statewide facilities inventory Assisting school-corporate partnership in design of rural high school for state-of-art technology	Initiating comprehensive program review; five-year cycle Expanded accountability program measures quality and performance of institutions, programs, and individuals; includes rewards and sanctions

Highlights of State Education Policies 1988–89

EAST SOUTH CENTRAL	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Alabama	Adopted resolutions establish performance-based accreditation, community needs assessment of schools *Incentives for improving achievement (G)*	Established timetable for staff evaluation system, task force on administrator preparation *Review tenure law for teachers and principals (G)* *Strengthen administrator preparation programs (G)*	Task force developing criteria for local teacher evaluation *Alternate route (G)* *Reinstate exit exam for teacher education graduates (G)*	*Interdistrict choice options (G)*
Kentucky*	Initiated academic bankruptcy provisions			
Mississippi	Sanctioned 17 districts on student achievement *Funding for assessment centers (B,L)*	Initiated professional development training for administrators, business/industry model Continuing study of administrator role *Funding for administrator assessment centers (B,L)*	Implemented provisional teacher program Adopted licensure procedures Beginning program review of institutions not meeting national standards	*Include parent involvement in accreditation process (D)*
Tennessee		Include principal on state career ladder evaluation team	Adopted new teacher education policy and licensure standards, include school/higher ed partnerships Developed minority recruitment/retention plan *Minority teacher scholarships (L)*	Held conferences, provided technical assistance and information services for parent, family and community involvement *Require bi-yearly parent/teacher conferences (L)* *Parent involvement program grants (D)*

* Current year proposals for education reform in Kentucky are moot due to a state supreme court ruling in May 1989 that declared the state's education system unconstitutional.

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	Readiness	Education Technology	School Facilities	College Quality
Alabama	Sponsored local workshops on alternative schools Adopted resolution requiring alternative programs in all districts	State board of education established task force on interactive satellite transmission of video programs	Implemented mandated local assessment of facility needs Experiencing facilities impact of lower class size legislation	Adopted statewide admissions standards policy Adopted statewide articulation policy Established minimum requirements in general ed Adopted statewide policy on program review Campus assessment results in five year plan
Kentucky		School grants for computers/write to read project ETV channel operationalized linking every school by satellite for interactive TV instruction		Revised state funding formula for higher education Created statewide school/college network to enhance math/science instruction at all levels Established educational savings plan Created equal opportunities committee
Mississippi	Established Governor's office for literacy *Interagency coordination for at-risk youth* (B)	Classroom calculator use symposium awaiting funds Began implementing statewide distance learning *State education data network* (B)	Conducted needs assessment, cost estimates of renovation and new construction *Develop system to help districts with building maintenance* (D) *Funding for district facility needs* (G)	Implementing information system on institutional effectiveness Providing leadership in science, math, languages *Improving students' college success, includes special training for K-12 teachers* (H)
Tennessee	Providing grants to develop parenting skills Funding to decrease class size in low SES schools Providing first grade readiness assessments Expanding alternative schools program Career awareness middle schools program	Piloting grade K-4 computer skills curriculum Computer curricula grades 5-6 in place; grades 7-8 piloted with distribution in fall 1989 Selected hs. pilot sites; learning with computers *Funding for distance learning pilot sites* (L)	Increased emphasis on facility conditions in annual school approval process Developing statewide needs assessment and long range facilities plan; piloting in volunteer districts	Adopted role/mission definition and documentation policy; board to monitor enrollment and program indicators on annual basis *Incentive funding for improved enrollment, retention, graduation of minority students* (H)

Highlights of State Education Policies 1988–89

SOUTH ATLANTIC	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Florida	Sponsored study of school-based management shared decisionmaking in Dade County *Increase school incentives for improving graduation rate* (L) *Expand school-based management grants program* (L)		Revised assessment for licensure *Scholarships and loans for minorities, shortage areas, and arts and science graduates* (G,L)	Postsecondary enrollment option *Parent involvement project grants* (G,L) *Promote parent involvement, school outreach* (L) *Promote parent choice in pre-K program* (G,L)
Georgia		Revised licensure standards include focus on instructional leadership, field experience, performance assessment, effective 1990 Adopted statewide evaluation instrument *Preparation program standards* (B)	Revising preparation program approval procedures Expanded alternate route to any teaching field Established loan forgiveness for shortage areas *Develop beginning teacher induction programs* (D)	Limited interdistrict choice for children of teachers
North Carolina	Field testing accreditation with student performance standards *Increase local flexibility to use funds* (G,L)	Revised performance appraisal instrument for statewide implementation Fellowship for doctoral professional administrator students *Develop center to consolidate inservice* (D)	Developing model clinical teaching programs Awarded grants to stimulate district/higher education collaboration in teacher preparation *Restructured salary schedule and options for differentiated pay* (B,L,G)	Awarded grants for parent involvement projects Provided workshops, parent training for parents of exceptional children Intra- and interdistrict choice options (L,B,G) *Parent education, at-risk preschool* (G)
South Carolina	Regulation waivers for high-performing schools Innovation grants for improving performance Include measures of higher-order skills and dropout rates in assessing district performance	Established center for advancement of teaching leadership Modified state principal evaluation system to permit more local discretion	Include performance in teaching higher-order skills in teacher evaluation Require inservice in higher-order skills Expand recruitment of minority teachers	Parent education, at-risk children 0–5 years
Virginia	Adopted middle schools restructuring program Identified 29 middle school restructuring pilots *Develop school performance recognition program* (D)	Instituted school boards training academy *Restructure administrator education programs* (B)	Relicensure program: individual teacher plans Completed institutional plans for restructuring teacher education to require liberal arts degree Completed feasibility study on master's degrees; decided not to require	Accreditation standards require close contact with parents to prevent student dropouts Postsecondary choice option for high school juniors and seniors *Magnet residential school: gifted/talented* (B)
West Virginia	Requiring state, district, and school report cards Adopted performance-based accreditation Developing school/district restructuring grants Recognize outstanding schools, teachers, students State takeover of low-performing districts	Expanded leadership training technical assistance center Established leadership training for vocational and special education administrators and school board members	Adopted national preparation program standards Revised licensure policy Created teachers' academy on effective teaching Awarded grant for minority recruitment	Districts must enact parent involvement policies Required high school parenting courses School advisory councils must have parent members Intradistrict choice when school nonaccredited *Conference on effective parent involvement* (D)

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	Readiness	Education Technology	School Facilities	College Quality
Florida	Increased funding for pre-kindergarten Expand dropout prevention mini-grants *Increased funding for at-risk remediation* (G,L)	*Computer-aided instruction for math and science* (G,L) *Restructuring proposal using technology* (G,L) *Fund education hardware, software, training* (D,G)	Authorized lease purchase of school facilities Year-round use of schools recommended by productivity task force *Pilots to broaden use of facilities for after-school care* (L)	Funded quality improvement program for community college system *Grants to community colleges for support services to retain at-risk minority students* (G,L) *Enhance funding for university system* (G,L)
Georgia	Providing additional resources in K-1 for non-handicapped students with special needs Adopted and funded in-school suspension programs *Train parents of preschoolers* (C)	Funded statewide management network Connecting LEAs to state education database Identifying pilot schools for distance learning *Long-range statewide database plan* (D) *Develop software, install hardware* (B)	Appropriated incentive funds for school construction in consolidating districts Allocated additional funds for planning grants Established systematic inventory system; includes hazardous materials and school safety problems	Increased special incentive funding Assessment initiatives: consortium, task forces, quarterly newsletter, annual workshop *Increase participation in higher education* (H) *Revise program review/evaluation procedures* (H)
North Carolina	Enhanced funding for at-risk/dropout prevention Funding public/private partnership compacts to serve at-risk youth Allowing use of at-risk funds for preschool *Developmentally appropriate preschool programs* (L)	Implementing statewide electronic mail network in schools Expanded distance learning in rural high schools Expanded staff development hours via satellite	Implementing increased state funding policy for school construction Approved revised minimum facility standards	Developed math and science network to help 6-12 graders, academic enrichment, in-service teacher training
South Carolina	Requiring local early childhood programs for at-risk 4 year-olds Expanding compensatory and remedial programs Dropout prevention and retrieval initiative	Funded expansion of secondary school TV network Grant program to implement exemplary and innovative programs	*Increased aid for school construction and repair* (L) *Earmark proposed mail order sales tax revenue for school facility needs* (G)	Implementing campus-based assessment programs Undertaking new process for statewide planning Adopted major improvement initiative: scholarship improvement grants, endowed chairs *Include quality factors in funding formula* (H)
Virginia	Adopted comprehensive dropout prevention standards Created early childhood development agency Required districts to have remedial programs State funding for summer school remediation Students pass "Literacy Passport" to enter hs	Installed telecommunications network statewide linking all schools Low-cost loans available for equipment purchase *Implementation of six-year school technology plan* (G,C,I,B,D)	Adopted resolution to encourage use of school facilities by community and other groups *Fund local capital expansion projects* (L,G)	Funded work-study program for public service jobs Established college savings bond program Statewide minority student retention conference Implementing campus assessment plans Developing college/hs feedback system
West Virginia	Hired statewide at-risk coordinator Requiring preschool developmental screenings Adopted remedial education program, grades 1-4 Requiring interagency coordinated service delivery plan for at-risk youth ages 0-5	Developing statewide curriculum tech center Training for coordinators (business partnership) Computerized state administrative record-keeping Additional K-adult school downlink sites Adopted K-5 basic skills technology program	Competitive grants available to extend use of facilities: day, year, year-round Created school building authority to fund school renovation, construction, comprehensive planning Surveying closed facilities for child care use	Reorganization of state higher education system Completed review of postsecondary system Surveyed institutional assessment activities Developed student information database Minority recruitment and retention initiative

Highlights of State Education Policies 1988–89

WEST SOUTH CENTRAL	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Arkansas	Adopted state takeover of low-performing districts Initiated restructuring pilot project (RE Learning); providing assistance to 22 restructuring sites		Loans for minority teacher education students Established minimum base salaries Approved alternate route to licensure Raised cutoff score on licensure examination Returned licensure to education department	Enacted K-12 interdistrict school choice; implementation 1990-91 school year; district participation is optional Established fine for parent nonattendance at child's test performance conference
Louisiana	Developing standards for school incentive program, coordinating with school report cards *Deregulation to stimulate school improvement* (B)	Planned principal training in teacher evaluation system Increased leadership academy's autonomy Developing principal assessment tool Developing training for school board members	Ended lifetime teacher licensure Mandated statewide evaluation, effective 1990-91 Adopted internship program, piloting 1989-90 Raised salaries and adopted career option that includes opportunities for differentiated pay	Incentive program requires family involvement Enacted parent education programs, at-risk youth Held forums for public comment on education reform
Oklahoma	Developing an educational indicators program Intervention in "academically at risk" districts (may include technical assistance, special funding, student transfers, state takeover, annexation) Funding pilot restructuring programs	*Combine superintendents' seminar with LEAD training* (C)	Planning recruitment for critical shortages	*Interdistrict school choice* (G)
Texas	Strengthen accreditation; grant waivers to exemplary districts	Adopted administrator training based on needs assessment Developing criteria for administrator appraisal instrument Principals professional development scholarships	Expanded staff development for advancement Approved all proposals for licensure programs *Performance-based teacher education accreditation standards* (L) *Adjust licensure requirements* (G,L)	Involvement of migrant parents in early childhood education programs Increase parental involvement; reward schools for exemplary parental involvement Undertaking study of open enrollment

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	Readiness	Education Technology	School Facilities	College Quality
Arkansas	Funded alternative education grants for dropout prevention Established state early childhood commission *Funding for compensatory and early childhood education programs* (G.L)	Expanded pilot satellite project sites	Authorized department to establish pilot year-round school program	Undertaking master planning process Strengthened program review can terminate programs Require campuses to evaluate general ed core Reporting process for retention rates Require campuses to review faculty teaching
Louisiana	Adopted model pre-K programs in every district Developing dropout identification system Pilot summer programs for at-risk students Funded at-risk writing project *More help for students failing exit exam* (G.L.D)	Unification and standardization of data collection Competitive grants for educational technology *Increase computer-based instruction* (G.B.C.)		Require professional accreditation of existing academic programs through program review *Reorganize higher education governance* (G.O.L) *Create a community college system* (O) *Adopt selective admission criteria* (O)
Oklahoma	Established h.s. graduation competency test, effective 1994 New norm-referenced testing program; special writing assessment grades seven and ten Coordinated educational services to AFDC families	State-adopted texts no longer required for use in distance learning classes Implemented interactive TV cooperative increasing course offerings in rural areas	Revised facilities inventory system Incentives for longer school year	Implementing quality grants for improvement of instruction and program content Raised admissions standards at research campuses *Create scholarships for top state high school graduates* (L)
Texas	Pilot program for disadvantaged 3-year-olds Developing early childhood migrant program Awards to districts reducing dropout rate Alternative education: pregnant teens/teen parents Intensive academics: at-risk elementary children	Providing technology trainers to districts Enabling legislation for long-range plan Comprehensive technology development bill: electronic info system, education technology center, demonstration programs	Inventory facilities, develop facility standards, develop funding options; recommendations due October 1990 State guaranteed bonds for school facilities, all districts	Implementing basic skills assessment program Implementing college/junior college/h.s. feedback system Undergraduate education task force examining core curriculum and assessment

Highlights of State Education Policies 1988–89

MOUNTAIN	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Arizona	Established pilot program to review/reward schools for compliance *Study performance-based school recognition* (L) *Establish statewide outcome goals* (L,B)	Adopted alternate licensure for superintendents Established leadership academy for school teams	Implemented math/science, K-3 teacher academies Expanded career ladder pilots Expanded alternate route program Revoked lifetime substitute licenses Leadership academy for teachers and principals	Expanding statewide parent and community conferences and workshops *Intra- and interdistrict school choice options* (L)
Colorado	Established local accountability teams Initiated school restructuring grants competition, including provisions for regulation waivers		Adopted alternate route *Revision of training and licensing standards* (B)	Established parent involvement, local accountability teams Training teachers for community involvement *State employee time to visit child's school* (G)
Idaho		Funded beginning administrator mentor program *Reviewing new administrator licensure standards* (B)	Funded beginning teacher mentor program *Alternate route to licensure for secondary teachers* (B)	
Montana	Adopted accreditation standards Adopted requirements for local choices in statewide annual standardized testing *Coordinate accountability with finance reform* (G)	Required professional development for license renewal Developing code of ethics	Adopted K-12 foreign language licensure standards Implemented special ed retraining program *Teacher incentive program* (L) *Alternative certification* (L)	*Involve parents in accreditation process* (G) *Choice options* (G) *Postsecondary enrollment option* (G,L)
Nevada	Accountability school reports, districts to report by 1990 *Implement school accreditation standards, including rewards and sanctions* (L)	*Involve parents and teachers in school leadership* (G)	Developing plan for improving preparation program approval *Comprehensive recommendations to improve teaching* (G) *Ease licensure of out-of-state teachers* (L)	*Expanded parent involvement program, special education, preschool, at-risk* (L) *Interdistrict, postsecondary choice options* (L) *Parental involvement in school leadership* (G,T)
New Mexico	Initiated restructuring pilot project (RE: Learning) in three districts *Revise school finance procedures to provide more local control of budgeting and accounting* (B,D)		Adopted new framework for licensure *Developing plan for recruiting teaching force reflecting statewide school population* (B) *Planning to add inservice days to contract* (B) *Preparation evaluation standards* (B)	Districts must notify parents of opportunity to review and comment on instructional materials Conducting statewide survey on parent involvement *Interdistrict choice options* (G,L)
Utah	Strategic futures report recommended leadership and management shifts, accountability, alternative scheduling, instructional delivery Implementing block grant program *Increase local management authority* (G,B,C)	*New roles for district and school administrators* (G,B,C)	Adopted national preparation program standards Beginning teacher probationary period Developed elementary math specialist license *Developing recommendations on differentiated staffing* (D)	Implementing state volunteer master plan Studying choice options *Expansion of parent involvement* (B,D) *Organize district volunteer coordinators* (D) *Study parent involvement* (D)
Wyoming	Cash awards and waivers for superior schools *Develop outcomes-based accreditation* (B,C) *Provide regulation waivers to innovative and site-based management programs* (B,C)		*Teacher induction program* (C)	

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	Readiness	Education Technology	School Facilities	College Quality
Arizona	Adopted at-risk pilot program for K-8 Implemented student literacy initiative	Adopted distance learning program *Fund study of educational technology* (L)	Allow purchase of portables without citizen vote *Continued consideration of performance audits for large districts* (L) *Continued consideration of extended year pilot* (L) *Review equalization of spending on facilities* (L)	Revised admission requirements New general ed requirements at universities Undertaking study of minority recruitment and retention Implementing campus-based assessment programs
Colorado	Adopted pilot preschool program for at risk, limited English proficient, and handicapped youth Encouraging districts to define attributes of high school graduates and "guarantee" their mastery	State advisory commission being formed to write plan for state telecommunications network Funded education telecommunications assistant Funded several distance learning projects Arranged low programming costs		Implementing master plan Implementing campus-based assessment plans Campuses developing new academic plans Adopted excellence reward programs Adopted policy to reduce redundant programs
Idaho	Expanded funding for alternative high school programs Awarding funds for local at-risk initiatives	Adopted new rules and regulations for distance learning programs	Surveyed districts' facilities needs *Increase state role to assist districts with school facility needs* (O)	Adopted campus-based statewide assessment policy for major field, general ed, report annually Granted board flexibility over a % of funds Established state work study program Increased capital funding
Montana	*Increasing accountability of at-risk initiatives* (G)	Developed standards and licensure criteria for distance learning Conducted status of school technology survey	Interim study of school building costs	Adopted core curriculum development policy Developing system to better track K-12 minorities Authorized external degree program Finalizing statewide telecommunication system Study future directions for financial support
Nevada	Adopted regulations for new occupational education programs *Class size reduction for early grades* (G,L) *Funding for early intervention preschool programs for at-risk youth* (L)	*Establish and fund pilots for distance learning to link schools and higher education* (L)		Adopted campus-based assessment program, report biennially to Regents Adopted system four-year plan Increase access to postsecondary for minorities Summer program for middle school students
New Mexico	Disseminated at-risk program models at regional conferences Developed student readiness screening system *Develop early childhood handbook on instructional strategies and teaching competencies* (D)	Plans to link district and department computers Completed ETV needs assessment study	Adopted extended year for special education Piloting extended year in elementary schools	Forums on outcomes assessment, quality indicators Campuses to develop cost containment measures Scholarships for top in-state h.s. students Adopted strategic plan, campus-based 5-year plans *Increase financial aid for minorities* (L)
Utah	Adopted "master plan" for at-risk youth Funding exemplary disadvantaged programs Early intervention initiative *Plan for serving at-risk preschoolers* (L)	Funded local applications of technology Implementing educational technology plan Operationalizing interactive video system Technology used in year-round school plans *Expand local access to department mainframe* (D)	Refining, evaluating year-round school use models Completed statewide community ed master plan *Expanded use of facilities* (B) *Year-round schedules for jr. sr high schools* (D)	Undertaking strategic planning process, studies underway include instructional program, student outcomes assessment, funding mechanisms, enrollment management, tuition policy
Wyoming	Adopted interagency program for handicapped preschoolers Funding K-12 compensatory education program *Draft report on at-risk youth services* (G,L)	Adopted distance learning regulations Linked all districts and state board of education by statewide electronic mail system	*Require facility planning and replacement in new accreditation standards* (C,B)	

Highlights of State Education Policies 1988–89

PACIFIC	School Organization/Accountability	School Leadership	Teaching	Parent Involvement and Choice
Alaska	Initiated primary schools restructuring program *Regulation waiver policy* (G,B)		Alternate route on Native language/culture Expanded rural mentor teacher pilot project *Improve preservice, beginning, and inservice training for teaching at-risk youth* (L) *Minority teacher recruitment/retention* (L)	Initiated district pilots: parent involvement, parent training, school choice, K-3 *Parent involvement and early childhood education in Native villages* (D,G) *Increased parent participation, K-4* (D)
California	Added dropout indicator to performance report Assessing effectiveness of training to improve low-performing schools Piloting middle grades restructuring	Developing new leadership training modules	Piloting new teacher support project Planning more comprehensive teacher assessments Expanding urban teacher retention project Increasing teacher members on licensure board *Revise professional development* (L)	Disseminating and coordinating parent involvement activities, staff development Drafted parent involvement state policy and plan *Choice options* (L)
Hawaii	Approved school/community based management program Developing school performance report cards	Approved creation of leadership academy Increased length of on-the-job training required for school administrators	Recruiting underrepresented minority students Developing a new master's degree proposal for teacher preparation	Expanded parent/community networking centers Increased number of learning centers Parent involvement in school/community management *Examining choice options* (B)
Oregon	*Fund restructuring districts, includes provisions for waivers* (L) *Incentives for district consolidation* (L)		Eliminate undergraduate education major, require five-year teacher preparation program Expanded teacher empowerment competitive grants Incentives for hiring teachers with early childhood licenses	Adopted parent education policy *Expand parent education and pre-kindergarten grant-in-aid programs* (L)
Washington	Funded 12 new projects to join the 21 now in the pilot school restructuring program		Developed and adopted standards for new masters in teaching degree Funded development of paraprofessional inservice training and associates degree	Adopted interdistrict choice, grades 9-12, for at-risk, dropout, or teen parent Expanded K-9 remediation program to include parent training *Postsecondary choice option* (G,L)

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	Readiness	Education Technology	School Facilities	College Quality
Alaska	Developed and disseminated early childhood parenting white paper Provided early childhood education training to educators Established kindergarten network	Pilot science course using electronic mail *Develop distance-delivered science course* (D) *Add education programming on state satellite network* (L)	*Require districts to insure facilities for liability* (L) *State funding construction costs for schools on state priority list* (L)	Restructured governance system to contain costs Collaboration between state board of education and board of regents *Increased admissions standards at university* (O)
California	Funded at-risk preschool initiative *Permit and fund local early primary programs to enhance readiness, provide training and curriculum in early primary instruction* (L)	Fund, monitor, and support development model technology schools, exemplify state curriculum Recommended ed tech policies, K-grad school University system surveying K-12 use of technology *Planning ed technology K-grad school* (L)	Established school facilities advisory committee Preparing facilities guide for districts to use to develop specifications for 21st century schools	Reviewing long-range enrollment and facility needs Issued report on mandatory student fee structure *Fund challenge grants to improve teaching/learning, boost minority enrollment* (L) *Create a statewide information system* (L)
Hawaii	Reduced class size in first grade Adopted after-school tutoring centers Piloting parent education program for teen parents Dept. to develop early childhood education plan	Developed guide on library networks, pilot Funded computer equipment-software, distance learning plan, and telecommunications branch Pilot approved to use videotex in education Piloting distance learning technology plan	Expanded use of facilities for child care Funding for after-school programs Initiating system to set aside funds and accrued interest to meet future facility needs	Adopted assessment policy: use for program review, accreditation, planning, budget Confirmed systemwide articulation policy *Funding for master planning* (L) *Funding undergraduate quality initiatives* (G)
Oregon	Adopted state student retention policy *Coordinated interagency policy for children and families, establish state commission* (L) *Strengthening compulsory attendance laws and provisions for alternative programs* (L)	*Study commission report on statewide integrated telecommunications network* (L) *Comprehensive education telecommunications proposal* (L)	*Provide financial incentives for district unification* (L) *Year-round schools* (L)	Adopted selective admissions policy *Examine postsecondary resources in Portland* (L) *External review of graduate programs* (H) *Create state science coordinating council* (L) *Tech center/graduate center partnership* (L)
Washington	Increased number of children served by early childhood at-risk initiative Added new counseling and tutoring services to remedial K-9 intervention program	Established an institute for advanced technology in schools, public-private partnership to promote acquisition and use of technology	Authorized year-round schools as local option Appropriated general funds for school construction projects *State funding options for school construction* (G,L,B)	Implementing higher education master plan Implementing increased admissions standards Continuing development of campus-based student assessment program Piloted end-of-sophomore-year assessment designs

MEASURING STATE EDUCATIONAL CONDITIONS AND PROGRESS

In previous years this section of the report has presented a series of data tables on the status and condition of education in each state. This year's section has been expanded to include trend data for the 1980s on a selected subset of key statistics.

The data included are intended to comprehensively cover the context, inputs, and outcomes of education in the states. Many of the desired data are not yet available and will need to be collected in the future. However, the data that are included are valid and important measures of education.

CONTEXT: STATE DEMOGRAPHIC CONDITIONS

Data on the number of students enrolled in public educational institutions and their background characteristics serve several important purposes. They provide the most basic information about the nature of the challenge facing a state in providing educational services: Are there relatively many or few students to educate? How many students reside in urban as compared with rural communities? Do large percentages of students come from poor families? Moreover, by tracking such data over time policymakers can gain insights on how demands on the system will be affected by changes in the number, distribution, and type of students enrolled in it.

Enrollment Trends. In the mid-1980s, public enrollment levels in elementary and secondary schools began to increase after more than a decade of consistent decline. This change in enrollment trends, which is projected to continue through the 1990s, thus far has been most prevalent in the elementary grades. Thirty-six states experienced K-8 enrollment growth between 1984 and 1987, compared with eighteen states reporting such increases between 1981 and 1984. As in past periods, changes in individual state enrollment levels varied significantly during the 1980s.

At the postsecondary level, public enrollments increased between 1981 and 1987 in thirty-nine states. This occurred in spite of the fact that in most of these states the number of persons between eighteen and twenty-four years of age was declining, sometimes substantially. Many higher education institutions made up for these shortfalls by admitting larger percentages of high school graduates and by attracting nontraditional students (e.g., adults and part-time students).

Trends in Childhood Poverty. For years educators have known that childhood poverty substantially increases the likelihood that a student will perform poorly in school. It therefore is important for policymakers to know the incidence of poverty and how it is changing over time. The percentage of students receiving free or reduced-price lunches is a highly flawed indicator of poverty. Its accuracy is limited by the fact that the figure results, in part, from program and administrative policies determining eligibility. Nevertheless, no other indicator is available each year on a state-by-state basis of the relative impoverishment of the school population. No other more accurate measures of poverty are yet collected and reported by states, although there is a tremendous need for such data.

Variability among the states in the percentage of their students receiving free lunch is quite substantial, ranging in 1987 from a low of 8 percent in New Hampshire to a high of 52 percent in Mississippi. Ten states had 30 percent or more of their students receiving free lunch in 1987. Half of these currently are operating state compensatory education programs. It is worth noting that the recent interest and support of states for programs for at-risk populations has occurred while childhood poverty rates have generally been stable or declining slightly.

ENROLLMENT AND FREE LUNCH RECIPIENTS, PERCENT CHANGE 1981–87		ENROLLMENT – PERCENTAGE CHANGE, 1981-87									FREE LUNCH RECIPIENTS – PERCENT CHANGE, 1982-87			
		Public School Elementary Enrollment Change			Public School Secondary Enrollment Change			Public Institutions of Higher Education Enrollment Change[a]			Percent Recipients			Percent Change
		1981-84	1984-87	1981-87	1981-84	1984-87	1981-87	1981-84	1984-87[b]	1981-87[b]	1982	1984	1987	1982-87
U.S. TOTAL		-1%	3%	2%	-3%	-2%	-5%	-2%	5%	3%	25%	24%	24%	-1%
NEW ENGLAND	Connecticut	-7%	1%	-6%	-8%	-4%	-12%	1%	2%	3%	17%	15%	14%	-3%
	Maine	-5	1	-3	-3	1	-2	3	5	9	23	20	16	-7
	Massachusetts	-9	-1	-9	-10	-11	-20	3	2	5	20	18	16	-4
	New Hampshire	-4	8	4	-1	-2	-3	7	13	21	13	11	8	-5
	Rhode Island	-3	4	2	-13	-8	-20	-2	5	3	24	22	17	-7
	Vermont	-4	4	0	-3	1	-2	0	6	6	18	16	13	-5
MID-ATLANTIC	Delaware	-1	12	10	-29	18	-17	-3	8	5	24	23	18	-6
	Maryland	-6	6	-1	-9	-7	-16	2	1	3	20	19	17	-3
	New Jersey	-6	0	-6	-7	-10	-16	2	-3	5	22	19	17	-5
	New York	-4	1	-3	5	-8	-13	-1	0	-1	30	30	30	0
	Pennsylvania	-7	-2	-9	-8	-1	-9	3	3	6	20	20	19	-1
MIDWEST	Illinois	-4	-1	-4	-6	-3	-10	0	3	3	26	25	25	1
	Indiana	-4	0	-5	-7	-2	-9	0	5	4	14	15	15	1
	Michigan	-6	-2	-8	-5	-12	-16	-3	6	3	20	18	18	-2
	Minnesota	-4	7	3	-6	-5	-11	2	10	13	15	16	15	0
	Ohio	-4	0	-4	-6	-2	-8	-1	3	2	20	19	18	-2
	Wisconsin	-4	5	1	-7	-7	-14	-2	2	0	16	17	17	1
WEST NORTH CENTRAL	Iowa	-4	0	-4	-7	-6	-13	10	2	12	16	18	18	2
	Kansas	0	6	6	-4	0	-4	2	5	7	17	17	18	1
	Missouri	-1	2	1	-6	-2	-8	-2	1	-1	24	23	22	-2
	Nebraska	-1	2	0	-6	-1	-8	5	6	11	16	17	18	2
	North Dakota	5	1	6	-8	-1	-9	5	0	5	15	17	19	4
	South Dakota	1	6	6	-8	-3	-11	-9	1	-8	23	28	30	7
EAST SOUTH CENTRAL	Alabama	-1	1	0	-12	5	-7	3	8	12	41	40	36	-5
	Kentucky	-2	0	-2	-3	0	-3	-2	8	6	34	33	31	-3
	Mississippi	-1	12	11	-2	1	-2	-2	1	-2	55	55	52	-3
	Tennessee	-2	0	-2	-4	2	-1	0	1	1	31	29	26	-5

STATE-BY-STATE EDUCATION DATA

		ENROLLMENT – PERCENTAGE CHANGE, 1981–87									FREE LUNCH RECIPIENTS – PERCENT CHANGE, 1982–87			
		Public School Elementary Enrollment Change			Public School Secondary Enrollment Change			Public Institutions of Higher Education Enrollment Change[a]			Percent Recipients			Percent Change
		1981–84	1984–87	1981–87	1981–84	1984–87	1981–87	1981–84	1984–87[b]	1981–87[b]	1982[c]	1984	1987	1982–87
SOUTH ATLANTIC	Florida	2%	10%	13%	2%	7%	9%	3%	14%	17%	32%	28%	26%	-6%
	Georgia	1	7	8	-1	0	-1	3	16	19	34	31	28	-6
	North Carolina	-2	0	-3	-1	0	-1	6	4	10	32	28	25	-7
	South Carolina	0	2	3	-4	2	-3	-3	8	4	39	36	32	-7
	Virginia	-3	3	-1	0	-1	-2	-2	12	10	22	20	17	-5
	West Virginia	-5	-7	-11	-3	0	-3	-4	-1	-5	28	29	28	0
WEST SOUTH CENTRAL	Arkansas	0	1	1	-3	1	-2	3	2	6	32	31	30	-2
	Louisiana	6	1	7	-7	-5	-12	3	-4	-2	41	42	46	5
	Oklahoma	2	-2	0	-1	0	0	4	2	7	21	21	24	3
	Texas	4	5	9	2	4	6	12	1	13	27	27	30	3
MOUNTAIN	Arizona	5	11	16	3	2	5	0	16	17	21	22	23	2
	Colorado	0	4	4	1	-1	0	-3	12	8	16	15	17	1
	Idaho	2	3	5	0	0	0	3	0	3	18	17	19	1
	Montana	2	-1	2	-3	-3	-6	3	-3	0	15	16	18	3
	Nevada	2	13	16	-4	6	1	7	12	20	11	11	11	0
	New Mexico	4	0	4	-4	18	13	12	27	42	34	34	35	1
	Utah	11	9	20	7	9	17	9	11	21	13	12	14	1
	Wyoming	2	-4	-2	2	0	1	10	9	20	9	11	14	5
PACIFIC	Alaska	18	3	21	8	-1	7	9	0	9	14	13	15	1
	California	3	11	15	2	1	3	-14	8	-7	27	26	26	-1
	Hawaii	2	4	6	-2	-4	-6	-3	-2	-5	27	26	22	-5
	Oregon	-3	4	1	0	-2	-3	-7	8	1	18	18	18	0
	Washington	-2	8	5	1	-2	-1	-20	7	-14	16	16	16	0

NOTES: a. Includes total postsecondary enrollment, full- and part-time. b. Preliminary 1987 post secondary data was used to calculate percent changes. Georgia included some additional public two-year institutions in the survey in 1987. A zero percent change represents a change of less than ½ of one percent.

SOURCE: Elementary and secondary enrollment – "Common Core of Data" survey, National Center for Education Statistics (NCES), U.S. Department of Education. Postsecondary enrollment – "Fall Enrollment in Colleges and Universities" and Integrated Postsecondary Education Data System (IPEDS) "Fall Enrollment" surveys, NCES, U.S. Department of Education.

[c] 1982 free lunch participation rate was used here due to data quality problems with 1981 free lunch data.

SOURCE: Calculated from data provided by the Food and Nutrition Service, U.S. Department of Agriculture and the National Center for Education Statistics, U.S. Department of Education.

INPUTS: CURRICULUM AND TEACHERS

Comparable state-by-state data on curriculum is limited with the exception of course requirements for high school graduation. Since 1980, forty-five states have either increased or specified for the first time the total number of courses needed to graduate from high school. Forty-two states have increased course requirements in mathematics, science, or both.

Beginning in the fall of 1990, national data on changes in high school students' course-taking patterns (by gender, race, and ethnicity) between 1982 and 1987 will be available from the National Center for Education Statistics (NCES). An in-depth study of the effects of higher standards for high school graduation in six states conducted by the Center for Policy Research in Education (CPRE) found that low- and middle-achieving students are taking more classes in academic subject areas, but the courses are at the basic, general, or remedial level.

By the fall of 1990, comparable state data on secondary (grades 7-12) course enrollments in science, mathematics, and computer science will be available from the Council of Chief State School Officers (CCSSO). The number of teachers assigned by major subject areas, within the fields of mathematics and science, and by teacher demographics (age, race, sex, and field of licensure) also will be available.

State data are available on changes in the number of Advanced Placement (AP) examinations taken by eleventh grade and twelfth grade students between 1981 and 1987. Increases during this period reflect both new interest in taking advantage of more rigorous courses and new opportunities to take courses in schools that previously did not offer AP courses. Although the number of students taking examinations is not large, the percent increase in states ranges from 34 percent in Delaware (which had one of the largest number of exams per thousand students taken in 1981) to 1,200 percent in Arkansas (which had almost no exams taken in 1981).

In addition, statistics from the College Board indicate that minority participation in Advanced Placement courses and tests is increasing dramatically for all AP programs. And it is increasing for each racial and ethnic group. For example, more than 10,000 black students took AP tests in 1988; in 1989 this number increased to nearly 12,000. Just over 13,000 Hispanic students took AP tests in 1988 and nearly 17,000 took them in 1989. The number of minority students receiving scores of three or more (the score accepted by most colleges and universities) also has increased.

Policymakers have expressed deep frustration over the lack of timely, useful data on the teacher workforce. Information on teacher supply and demand has been conflicting and spotty. To correct this gap and provide both national and state data to policymakers, NCES is conducting the Schools and Staffing Survey. The survey results, current for the 1987-88 school year, will be available by the fall of 1989. Data for the 1990-91 school year will be released in 1992, followed by updates every two years.

State-By-State Education Data

ADVANCED PLACEMENT EXAMS BY STUDENTS PERCENT CHANGE 1981-87

		AP Exams Per 1,000 11th and 12th-Grade Students			Change	Percent Change
		1981	1984	1987	1981-87	1981-87
	U.S. TOTAL	29	43	65	+36	124%
NEW ENGLAND	Connecticut	62	84	108	+46	74%
	Maine	10	17	33	+23	230
	Massachusetts	57	79	109	+52	91
	New Hampshire	39	55	64	+25	64
	Rhode Island	39	61	77	+38	97
	Vermont	25	49	59	+34	136
MID-ATLANTIC	Delaware	67	80	90	+23	34
	Maryland	48	82	109	+61	127
	New Jersey	40	61	83	+43	108
	New York	80	108	137	+57	71
	Pennsylvania	32	42	56	+24	75
MIDWEST	Illinois	35	49	73	+38	109
	Indiana	5	8	15	+10	200
	Michigan	22	31	45	+23	105
	Minnesota	7	14	26	+19	271
	Ohio	26	33	46	+20	77
	Wisconsin	6	9	17	+11	183
WEST NORTH CENTRAL	Iowa	4	8	13	+9	225
	Kansas	9	16	20	+11	122
	Missouri	12	16	25	+13	108
	Nebraska	9	16	23	+14	156
	North Dakota	3	4	7	+4	133
	South Dakota	4	4	8	+4	100
EAST SOUTH CENTRAL	Alabama	8	16	44	+36	450
	Kentucky	8	14	39	+31	388
	Mississippi	2	14	19	+17	850
	Tennessee	27	37	56	+29	107

		AP Exams Per 1,000 11th and 12th Grade Students			Change	Percent Change
		1981	1984	1987	1981–87	1981–87
SOUTH ATLANTIC	Florida	28	64	113	+85	304%
	Georgia	18	32	52	+34	189
	North Carolina	24	35	52	+28	117
	South Carolina	30	46	107	+77	257
	Virginia	45	62	102	+57	127
	West Virginia	2	5	14	+12	600
WEST SOUTH CENTRAL	Arkansas	1	6	13	+12	1,200
	Louisiana	4	11	24	+20	500
	Oklahoma	6	13	19	+13	217
	Texas	11	20	32	+21	191
MOUNTAIN	Arizona	16	22	38	+22	138
	Colorado	47	63	82	+35	74
	Idaho	8	12	31	+23	288
	Montana	5	9	15	+10	200
	Nevada	11	14	54	+43	391
	New Mexico	6	19	61	+55	917
	Utah	72	103	154	+82	114
	Wyoming	5	7	19	+14	280
PACIFIC	Alaska	49	60	78	+29	59
	California	42	64	99	+57	136
	Hawaii	50	78	96	+46	92
	Oregon	52	47	55	+21	66
	Washington	17	25	41	+24	141

NOTE: Some students take more than one AP exam.

SOURCE: The College Board, Advanced Placement Program state summary reports for various years.

OUTCOMES: DEVELOPING BETTER DATA ON THE STATES

"After years of debating inputs of funding formulas and staffing allotments, we are now going to awaken to the real objective of public education: improving student achievement."

James G. Martin
Governor of Rhode Island

Indicators of the quality and effectiveness of American education have consistently been lacking, especially at the state and local levels. Only at the national level have data been regularly collected on American students' knowledge and skills in various subject areas (e.g., mathematics, reading, writing, literature, history, science, and computers), largely because the U.S. Department of Education has funded the National Assessment of Educational Progress (NAEP) testing program.

However, progress is being made as states, acting together, are gathering better and more uniform outcomes information. Beginning in 1985, three southern states participated in a joint project with the Southern Regional Education Board and NAEP to test the reading proficiency of their high school juniors. In 1986, five southern states participated in testing reading and writing and, in 1987, eight states participated in testing mathematics and history. However, in 1990, this will change when thirty-eight states will voluntarily participate in the NAEP assessment to test eighth-grade mathematics. Additionally, in 1992, eighth-grade and fourth-grade mathematics and fourth-grade reading will be tested.

Currently, dropout rates are collected by virtually all states. However, data comparability across states and within some states has been persistently problematic. In the absence of comparable state dropout data, since 1982 the U.S. Department of Education has collected state public high school graduation rates. These figures are derived by dividing the number of high school graduates by the ninth-grade enrollment of four years earlier and adjusting for interstate migration and unclassified students (i.e., special education students who are not grouped by grade level). Some of the most obvious flaws with this method are that it does not take into account students who drop out before the ninth grade; students who transfer to and from private schools; students who graduate early; or state differences in counting as graduates students who obtain certificates of completion, special education diplomas, or GED diplomas.

In spite of the flaws with the data on graduation rates, it is worthwhile to look at the change in these rates between 1982 and 1987 (1987 being the most current year for which data are available). Based on 1987 data, Minnesota leads the country with a 91 percent graduation rate (although it has dropped since 1985), followed by Wyoming (89 percent), North Dakota (88 percent), Nebraska (87 percent), and Montana and Iowa (each 86 percent). Florida has the lowest graduation rate of 59 percent. Another thirteen states also fell below the national graduation rate of 71 percent, and twenty-eight states lost more than a quarter of their students before graduation. Nationally, the graduation rate increased about 2 percent. Of the thirty-eight states that experienced increases, ten experienced more than a 5 percent increase.

In an effort to collect accurate data on dropouts, states and state-based organizations, including the Council of Chief State School Officers and the National Governors' Association, have developed a more uniform definition of dropouts that will allow comparisons across states and over time. They also have worked to establish a reporting system on those students who do not complete their education. As a result, beginning this fall, the National Center for Education Statistics will field test a dropout survey with a sample of districts in each of twenty-six states that have volunteered to participate. The survey will count students in grades 7-12 at the beginning and end of the 1989-90 school year and at the beginning of the 1990-91 school year. Full survey implementation should take

place in the 1991-92 school year with results to be reported in the spring of 1993. Using a standard definition of dropout, NCES hopes to be able to identify students who drop out, graduate, transfer, or leave school for any other reason.

Average NAEP Scores For 11th Grade Public School Students, 1987

	Mathematics	U.S. History
U.S. Total	289.0	283.4
Arkansas	285.7	285.1
Florida	294.3	286.6
Louisiana	283.1	277.9
North Carolina	288.0	283.4
South Carolina	285.9	280.7
Tennessee	286.6	286.8
Virginia	299.1	299.3
West Virginia	285.6	280.3

NOTE: The National Assessment of Educational Progress test is scored on a 500-point scale. The mathematics national mean was set at 289 with a standard deviation of 40. The mean and standard deviation for the U.S. history test were set at 285 and 40, respectively.

SOURCE: *Measuring Student Achievement: Comparable Test Results for Participating SREB States and the Nation*. Southern Regional Education Board. 1987.

State-By-State Education Data

OUTCOMES		Public High School Graduation Rate (Percent)[a] 1981-82	1984-85	1986-87[b]	Percent Change 1981-82 to 1986-87	Dropout Pilot Participants 1989-90[c]	State NAEP[d] Test Participants 1990[e]
	U.S. TOTAL	69.5%	71.7%	71.1%	1.6%	27	38
NEW ENGLAND	Connecticut	70.6	82.7	80.5	9.9	■	■
	Maine	70.1	78.7	79.3	9.2	■	
	Massachusetts	76.4	76.6	76.5	0.1	■	
	New Hampshire	77.0	75.5	72.7	-4.3		■
	Rhode Island	72.7	72.1	69.4	-3.3	■	■
	Vermont	79.6	77.4	78.0	-1.6		
MID-ATLANTIC	Delaware	68.2	68.4	70.1	1.9		■
	Maryland	74.8	77.6	74.5	-0.3	■	■
	New Jersey	76.5	78.3	77.2	0.7	■	■
	New York	63.4	64.2	62.9	-0.5		
	Pennsylvania	76.0	78.7	78.7	2.7		■
MIDWEST	Illinois	76.1	75.5	75.7	-0.4	■	■
	Indiana	71.7	77.2	73.7	2.0		■
	Michigan	71.6	69.1	62.4	-9.2		■
	Minnesota	88.2	91.5	90.6	2.4	■	■
	Ohio	77.5	77.6	82.8	5.3	■	■
	Wisconsin	83.1	86.1	85.4	2.3	■	■
WEST NORTH CENTRAL	Iowa	84.1	89.1	86.4	2.3	■	■
	Kansas	80.7	80.8	82.1	1.4		
	Missouri	74.2	76.8	74.4	0.2	■	
	Nebraska	81.9	87.4	86.7	4.8		■
	North Dakota	83.9	90.6	88.4	4.5	■	■
	South Dakota	82.7	83.6	79.7	-3.0		
EAST SOUTH CENTRAL	Alabama	63.4	64.2	70.2	6.8	■	■
	Kentucky	65.9	69.0	67.4	1.5		■
	Mississippi	61.3	63.7	64.8	3.5	■	
	Tennessee	67.8	66.2	67.8	—		

		Public High School Graduation Rate (Percent)[a]			Percent Change 1981–82 to 1986–87	Dropout Pilot Participants 1989–90[c]	State NAEP[d] Test Participants 1990[e]
		1981–82	1984–85	1986–87[b]			
SOUTH ATLANTIC	**Florida**	60.2%	61.7%	58.6%	-1.6%	■	■
	Georgia	65.0	63.0	62.5	-2.5	■	■
	North Carolina	67.1	70.4	67.8	0.7	■	■
	South Carolina	63.8	63.4	66.9	3.1		■
	Virginia	73.8	73.1	74.0	0.2		■
	West Virginia	66.3	76.1	76.2	9.9		■
WEST SOUTH CENTRAL	**Arkansas**	73.4	77.0	77.5	4.1	■	■
	Louisiana	52.9	57.3	60.1	7.2	■	■
	Oklahoma	70.8	73.5	72.6	1.8	■	■
	Texas	63.6	66.0	65.1	1.5		■
MOUNTAIN	**Arizona**	63.4	64.2	64.4	1.0		■
	Colorado	70.9	74.0	73.7	2.8		■
	Idaho	74.4	78.5	78.8	4.4		■
	Montana	78.7	87.2	86.2	7.5		■
	Nevada	64.8	70.9	72.1	7.3		■
	New Mexico	69.4	73.4	71.7	2.3	■	■
	Utah	75.0	81.4	80.6	5.6	■	
	Wyoming	72.4	82.3	89.3	16.9	■	■
PACIFIC	**Alaska**	64.3	63.6	66.7	2.4		
	California	60.1	67.0	66.1	6.0	■	■
	Hawaii	74.9	73.2	70.8	-4.1		■
	Oregon	72.4	74.5	72.8	0.4	■	■
	Washington	76.1	76.1	77.8	1.7	■	

NOTES: a. Graduation rate is adjusted for interstate migration and students unclassified by grade. Figure is derived by dividing the number of public high school graduates by the ninth grade enrollment four years earlier. b. Latest available data. c. The U.S. Department of Education is conducting a pilot study of students in grades 7-12 using a standard definition of "dropout" in an effort to obtain comparable dropout data across the states. d. NAEP = National Assessment of Educational Progress. e. The U.S. Department of Education is going to be administering the National Assessment of Educational Progress test in eighth grade math to all interested states in 1990.

SOURCE: Public high school graduation rate—*State Education Statistics, 1988 Edition*, and State Education Performance Chart, 1989 Edition, U.S. Department of Education. Dropout pilot and state NAEP participants—National Center for Education Statistics, U.S. Department of Education.

STATE-BY-STATE EDUCATION DATA

CONTEXT

		State Wealth Per 5-17 Year-Olds 1986	Public School Students in Large City[1] Population (Percent) 1987–88	Percent Adults With 4 Years High School 1980	Ratio School Age to Adult Population (Percent) 1986	1987	Number School Districts Fall 1987	Percent School Districts With Fewer Than 1,000 Students Fall 1987	Percent Limited English Proficient Age 5-17 1985–86	1986–87	Minority Students in Public Elementary and Secondary Schools (Percent) Fall 1984	Fall 1986	Minority Students in Higher Education (Percent) Fall 1986[2]
	United States	$92,874	13.2%	66.5%	25%	25%	15,577	52%	3.2%	3.4%	29.0%	30.0%	18.4%
NEW ENGLAND	Connecticut	$128,668	13.7%	70.3%	23%	22%	166	33%	2.1%	2.6%	18.7%	22.8%	9.4%
	Maine	78,755	0	68.7	25	25	200	54	2.6	0.5	1.4	1.7	3.8
	Massachusetts	120,340	7.5	72.2	21	21	396	32	2.6	3.1	13.4	16.3	9.6
	New Hampshire	99,027	0	72.3	24	24	173	62	0.2	0.4	1.6	2.0	3.1
	Rhode Island	92,713	16.1	61.1	22	22	40	23	4.1	3.1	11.6	12.1	6.5
	Vermont	86,360	0	71.0	25	25	275	84	0.5	0.6	1.1	1.6	2.4
MID-ATLANTIC	Delaware	101,791	0	68.6	24	24	19	11	N/R	N/R	29.2	31.7	13.6
	Maryland	97,086	15.0	67.4	24	23	24	0	0.9	0.9	41.9	40.3	21.1
	New Jersey	116,190	10.7	67.4	23	23	604	48	2.8	2.7	30.3	30.9	19.2
	New York	115,337	39.2	66.3	23	23	722	33	4.4	3.9	35.6	31.6	22.5
	Pennsylvania	88,505	13.2	64.7	23	23	501	8	N/R	N/R	15.4	15.6	9.4
MIDWEST	Illinois	95,869	22.5	66.5	26	25	986	61	2.5	2.7	35.2	30.2	22.8
	Indiana	78,341	5.5	66.4	27	27	303	16	0.5	0.5	13.1	11.3	8.3
	Michigan	84,710	11.1	68.0	27	27	563	30	1.0	1.7	20.4	23.6	12.6
	Minnesota	96,216	5.9	73.1	25	25	436	66	1.2	1.2	6.6	6.1	4.2
	Ohio	84,868	7.4	67.0	26	26	703	17	0.5	0.5	16.2	16.9	9.6
	Wisconsin	84,160	8.4	69.6	26	26	431	55	0.9	1.0	11.4	13.4	6.5
WEST NORTH CENTRAL	Iowa	80,729	0	71.5	26	25	436	76	0.6	0.6	4.0	5.4	4.4
	Kansas	93,757	0	73.3	25	25	304	72	N/R	N/R	11.9	14.4	8.9
	Missouri	88,961	7.5	63.5	25	25	544	69	0.3	0.3	17.8	16.6	10.4
	Nebraska	87,818	0	73.4	26	26	891	92	0.3	0.4	7.6	8.6	5.4
	North Dakota	81,311	0	66.4	27	27	303	87	4.8	4.9	7.5	7.6	5.5
	South Dakota	71,029	0	67.9	27	27	194	81	4.0	1.5	7.6	9.4	6.4
EAST SOUTH CENTRAL	Alabama	67,082	0	56.5	28	28	129	2	N/R	N/R	36.0	38.0	22.6
	Kentucky	71,322	0	53.1	27	27	178	19	0.1	0.1	11.0	10.8	7.2
	Mississippi	54,597	0	54.8	32	32	152	8	0.2	0.3	50.7	56.1	30.3
	Tennessee	78,362	21.6	56.2	26	26	141	11	0.2	0.2	21.5	23.5	16.0

		State Wealth Per 5–17 Year-Olds 1986	Public School Students in Large City[1] Population (Percent) 1987–88	Percent Adults With 4 Years High School 1980	Ratio School Age to Adult Population (Percent) 1986	1987	Number School Districts Fall 1987	Percent School Districts With Fewer Than 1,000 Students Fall 1987	Percent Limited English Proficient Age 5–17 1985–86	1986–87	Minority Students in Public Elementary and Secondary Schools (Percent) Fall 1984	1986	Minority Students in Higher Education (Percent) Fall 1986[2]
SOUTH ATLANTIC	Florida	$96,174	15.2%	66.7%	20%	20%	67	1%	1.9%	1.9%	32.5%	34.6%	21.7%
	Georgia	82,668	6.7	56.4	28	28	186	6	0.5	0.5	37.0	39.5	20.5
	North Carolina	84,699	0	54.8	25	25	140	5	0.5	0.5	33.8	35.6	20.5
	South Carolina	65,582	0	55.7	28	28	91	–	NR	NR	41.5	45.4	21.3
	Virginia	101,121	0	62.4	24	25	136	10	NR	NR	27.6	27.4	17.6
	West Virginia	63,079	0	56.0	27	26	55	0	NR	NR	4.6	4.1	5.0
WEST SOUTH CENTRAL	Arkansas	67,019	0	55.5	27	27	331	67	NR	NR	26.2	25.5	15.1
	Louisiana	78,591	10.5	57.7	30	30	66	0	0.9	0.9	44.5	43.5	27.6
	Oklahoma	78,820	11.8	66.0	26	26	611	82	1.1	1.5	25.7	27.0	14.1
	Texas	88,358	24.5	62.6	29	30	1,063	58	8.2	8.7	43.5	49.0	27.7
MOUNTAIN	Arizona	84,665	24.1	72.4	26	26	240	51	6.2	7.6	37.7	37.8	17.7
	Colorado	98,795	11.0	78.6	25	25	177	60	2.7	3.4	23.5	23.5	15.4
	Idaho	59,058	0	74.7	32	32	115	57	0.9	1.1	6.5	7.4	4.5
	Montana	74,620	0	74.8	28	27	550	93	1.7	1.9	14.6	15.5	6.9
	Nevada	116,525	0	75.5	25	25	17	29	2.9	2.5	21.7	22.6	12.4
	New Mexico	76,585	0	68.9	30	30	88	56	16.8	16.4	55.0	56.9	36.1
	Utah	55,705	0	80.0	41	42	40	18	2.2	4.2	6.6	6.3	5.5
	Wyoming	109,093	0	77.9	30	31	49	47	1.7	1.5	9.8	9.5	5.0
PACIFIC	Alaska	176,951	0	82.5	31	31	55	76	9.7	10.2	25.5	34.5	15.0
	California	109,525	21.5	75.5	25	25	1,084	50	11.9	12.6	48.0	46.5	31.4
	Hawaii	98,571	0	75.8	25	25	1	0	4.5	4.7	77.0	76.5	69.1
	Oregon	83,559	0	75.6	25	24	304	70	0.8	1.0	9.5	10.2	7.8
	Washington	95,085	7.2	77.6	25	25	296	54	2.1	2.2	14.6	15.5	11.2

NOTES: N/A—Data not applicable. NR—Data not reported. 1. Large City—central city of a standard metropolitan statistical area, with the city having a population greater than or equal to 400,000 or a population density greater than or equal to 6,000 people per square mile. 2. Revised from previously published data.

SOURCES: State Wealth—*Key Statistics on Public Elementary and Secondary Education Reported by State and by Regional Locale and Wealth Clusters, 1987–88*, National Center for Education Statistics, U.S. Department of Education. Large City Population—*Assigning Type of Locale Codes to the 1987–88 CCD Public School Universe*, National Center for Education Statistics, U.S. Department of Education. Percent Adults With 4 Years High School—*Digest of Educational Statistics, 1988 Edition*. Ratio School Age to Adult—*Statistical Abstract, 1988* and *1989 Editions*. School Districts—*Public Elementary and Secondary Education Agencies in the United States, School Year 1987–88, Final Tabulations*, National Center for Education Statistics, U.S. Department of Education. LEP data—U.S. Department of Education, Office of Bilingual and Minority Affairs, A Summary of State Reports on the Number and Condition of Limited English Proficient Students. Percent Elementary and Secondary School Minority Students—"Elementary and Secondary School Civil Rights Survey, State Summaries of Projected Data," 1984 and 1986, Office for Civil Rights, U.S. Department of Education. Percent Higher Education Minority Enrollment—*Ibid.* (Note: racial data are collected biennially.)

State-By-State Education Data

INPUTS		Current Expenditures Per Pupil		Pupil/Teacher Ratio Fall		Beginning Teacher Salary		Expenditures Per Student at Public Institutions of Higher Education		Average Faculty Salary at Public Institutions of Higher Education	
		1985-86	1986-87	1986*	1987	1986-87	1987-88	1984-85*	1985-86	1985-86	1987-88
	U.S. TOTAL	$5,559	$5,695	17.7	17.6	$17,604	$18,557	$7,012	$7,650	$32,750	$36,225
NEW ENGLAND	Connecticut	$6,641	$5,195	15.7	15.5	$19,369	$20,705	$6,259	$6,952	$36,470	$42,075
	Maine	5,541	5,604	15.5	14.9	16,229	15,865	7,260	7,527	27,365	31,551
	Massachusetts	6,051	6,511	14.4	13.9	17,600	18,800	5,482	6,075	35,452	38,650
	New Hampshire	5,247	5,597	15.9	16.0	15,500	17,300	6,157	6,860	29,161	33,600
	Rhode Island	4,271	4,540	15.0	15.0	16,400	17,302	7,311	7,709	31,594	36,408
	Vermont	5,840	6,112	N.R.	13.4	15,877	14,966	10,149	10,862	30,956	34,878
MID-ATLANTIC	Delaware	6,215	6,448	16.0	16.1	17,758	19,100	8,075	8,807	32,718	36,545
	Maryland	5,925	6,272	17.1	17.1	17,140	19,478	6,872	7,562	32,667	36,545
	New Jersey	5,159	5,540	14.7	14.0	19,500	20,500	6,509	7,286	35,057	40,451
	New York	5,221	5,687	15.4	15.2	19,669	20,650	7,417	7,845	36,879	40,868
	Pennsylvania	4,910	4,287	16.5	16.2	17,100	18,400	7,085	7,785	31,657	36,536
MIDWEST	Illinois	5,521	5,591	17.4	17.2	16,972	17,804	6,154	6,614	32,498	34,804
	Indiana	2,951	5,216	18.5	17.9	16,254	17,500	7,285	8,116	30,319	33,893
	Michigan	5,660	5,862	20.2	20.1	18,700	20,100	6,925	7,714	34,268	38,629
	Minnesota	5,741	5,938	17.4	17.1	18,687	19,625	7,472	7,955	34,404	37,451
	Ohio	5,265	5,407	18.1	18.0	15,765	16,574	6,676	7,215	33,748	38,210
	Wisconsin	5,767	6,078	16.5	16.2	17,362	18,332	7,186	7,935	31,736	35,940
WEST NORTH CENTRAL	Iowa	5,388	5,595	15.5	15.6	15,428	18,721	7,642	8,051	29,442	34,021
	Kansas	5,609	5,574	15.4	15.4	16,571	17,577	6,952	7,506	29,766	31,465
	Missouri	2,864	5,141	16.4	16.2	16,777	17,717	5,784	6,598	29,508	32,728
	Nebraska	5,451	5,564	15.1	15.1	15,116	15,595	6,680	6,932	28,264	30,364
	North Dakota	5,280	5,177	15.5	15.6	15,082	15,218	7,011	7,659	28,241	29,192
	South Dakota	2,985	2,946	15.6	15.5	13,870	15,020	6,256	6,866	26,784	28,958
EAST SOUTH CENTRAL	Alabama	2,611	2,629	19.8	19.5	18,200	18,200	7,020	7,678	30,152	31,707
	Kentucky	2,229	2,462	18.6	18.2	15,250	16,150	8,002	8,822	28,599	31,652
	Mississippi	2,246	2,250	19.0	N.R.	15,400	16,600	6,529	6,952	24,562	27,225
	Tennessee	2,447	2,652	19.9	19.6	16,086	16,976	6,614	7,368	30,127	34,776

16

16

		Current Expenditures Per Pupil		Pupil/Teacher Ratio Fall		Beginning Teacher Salary		Expenditures Per Student at Public Institutions of Higher Education		Average Faculty Salary at Public Institutions of Higher Education	
		1985–86	1986–87	1986[a]	1987	1986–87	1987–88	1984–85[a]	1985–86	1985–86	1987–88
SOUTH ATLANTIC	Florida	$3,260	$3,525	17.5	17.4	$18,175	$19,500[c]	$6,570	$6,979	$29,526	$35,515
	Georgia	2,760	3,150	18.9	17.8	18,600[c]	19,400[c]	8,021	8,816	31,356	34,269
	North Carolina	2,754	2,946	18.7	18.2	16,700	17,600[c]	7,505	7,841	31,444	34,889
	South Carolina	2,816	2,986	17.3	17.2	16,948	17,609[b]	8,001	8,693	29,251	31,288
	Virginia	3,289	3,537	16.8	16.5	16,781	18,459	6,788	7,371	31,638	37,760
	West Virginia	3,255	3,502	15.3	15.2	15,055[c]	15,055[c]	5,760	6,193	27,105	29,223
WEST SOUTH CENTRAL	Arkansas	2,506	2,560	17.5	17.1	15,891	15,996	7,192	7,930	28,088	29,520
	Louisiana	2,960	2,847	18.5	18.5	14,966	14,966[c]	6,155	6,322	27,709	29,691
	Oklahoma	2,939	2,889	16.9	16.9	16,409	16,432	4,969	5,547	29,972	30,670
	Texas	3,079	3,226	17.2	17.3	18,281	18,800[c]	6,712	7,546	31,311	34,042
MOUNTAIN	Arizona	3,089	3,455	18.4	18.6	18,000[c]	19,500[c]	6,601	7,141	34,450	39,081
	Colorado	3,666	3,851	18.2	18.0	16,080	16,815	7,079	7,680	31,220	34,452
	Idaho	2,358	2,466	20.4	20.7	14,246	14,793	7,524	8,192	28,588	31,800
	Montana	3,691	3,816	15.6	15.8	NR	NR	5,422	5,479	28,451	29,507
	Nevada	3,196	3,186	20.4	20.2	17,660	18,525	6,405	7,160	32,404	36,506
	New Mexico	2,911	3,070	19.0	18.9	18,155	17,897	8,156	8,617	29,715	31,597
	Utah	2,247	2,242	25.4	24.7	15,511	15,266	8,477	9,275	31,661	32,542
	Wyoming	4,754	4,850	14.0	14.5	18,679	19,000[c]	9,552	10,057	32,065	32,819
PACIFIC	Alaska	7,622	7,121	16.7	17.3	26,000[c]	26,880	17,164	15,676	45,465	41,649
	California	3,554	3,772	23.0	22.9	20,780	21,900[b]	7,155	7,912	39,656	47,726
	Hawaii	3,505	3,517	22.6	21.6	17,607	18,698	7,886	8,801	31,027	36,289
	Oregon	3,715	3,980	18.3	18.3	17,367	18,022	7,255	7,801	28,858	31,935
	Washington	3,605	3,700	20.5	20.2	17,334	17,905	7,458	7,812	30,924	33,824

NOTES: a Revised from previously published data. b Preliminary or state-estimated data. c Estimated by AFT. NR—Data not reported.

SOURCE: Current Expenditures Per Pupil—*Digest of Education Statistics, 1991*, National Center for Education Statistics (NCES), U.S. Department of Education. Pupil/Teacher Ratio—*Ibid*. Beginning Teacher Salary—Survey and Analysis of Trends, 1987, American Federation of Teachers. Expenditures Per Student—*Digest of Education Statistics, 1989*, NCES, U.S. Department of Education. Faculty Salary—*Ibid*.

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